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ABSTRACT

The material contained in this curriculum guide is designed to help students, counselors, and teachers cover the career options available in the public services field. It is based on the premise that career choice in public service should be done with an accurate understanding of the field based on careful study and sustained effort over a period of time. The major occupational groups and the major job families in each group are delineated as: (1) government agency management, (2) aocial and economic services, (3) educational services, (4) resources management, (5) urban, rural, and community development, (6) public safety, corrections, and judicial services, (7) regulatory services and records, and (8) transportation management. Sections of the guide contain information on the nature of the occupational groups, the types of work performed, the qualifications and preparation needed, the activities engaged in, career lattices, and employment prospects. Each section includes appropriate instructional objectives, content, student learning activities, teacher management activities, and instructional resources. With the primary objective of learning by doing, teacher activities tend to facilitate the management of learning situations rather than dictating activities. The guide was prepared as a tool for the teacher to use in implementing a career education program. Related documents are available in this issue as VT 020 793-VT 020 796. (Author/MF)

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Orientation to Public Service Occupations

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Public Service Occupations

Curriculum Guide

by:

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Vocational Education Section
Program Planning Unit
Sacramento, California 95814

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FOREWORD

This publication is one of a series developed to assist those involved in implementing career education programs concerned with public service occupations. It offers suggestions for course content, teaching materials, instructional objectives as well as teacher and student activities helpful in conducting an orientation to the public service occupations. All of the information is "suggested" and should be adapted to meet local conditions and needs.

This guide was prepared by the California State Department of Education, Vocational Education Section, Program Planning Unit, which is under the direction of E. David Graf. Among those serving as consultants were specialists from: local, state and federal governments; professional associations, state level vocational-technical specialists; faculty members of over eight colleges and universities; and several school districts. A wide range of suggestions and approaches to the subject were received and, wherever possible, incorporated into the final document. Since the resulting materials represent many opinions, no approval or endorsement of any institution, organization, agency or person should be inferred.

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INTRODUCTION
HOW TO USE THIS GUIDE

The material contained in this curriculum guide is designed to help students, counselors, and teachers cover the career options available in the public services field. It was written to help students explore, with their teachers and counselors, the complex world of public service occupations, in a logical, meaningful, and interesting manner.

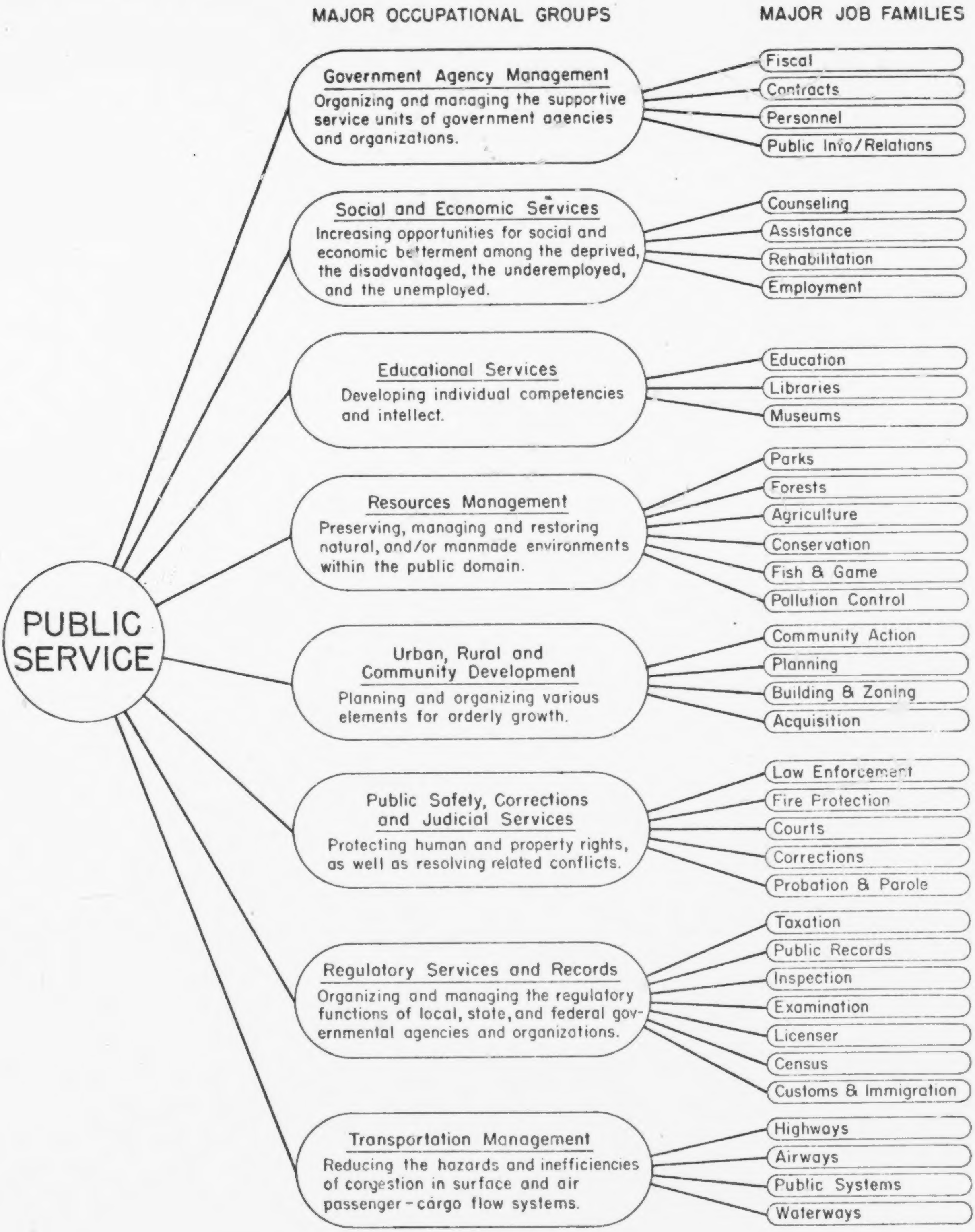
PURPOSE OF THIS GUIDE

Teachers and counselors may use this guide to help youth answer questions as:

"What is public service?"
"What does it offer me?"
"What are the requirements for jobs?"
"How far can I go with my education?"
"How much can I earn?"

The materials contained herein are based on the premise that the selection of a career in public service should be done with an accurate understanding of the field. Occupational choice is not a matter of blindly taking a job, or choosing a career at random; mistakes are far too costly in terms of time, energy, and dollars, as well as personal fulfillment.

Career choice in public service is a developmental process. It is not completed all at one time, but, rather, it is a complex task that requires careful study and sustained effort over a period of time. Career planning in the public service field requires an understanding of one's abilities, interests, aptitudes, and personality, as well as realistic knowledge of the changing world of public service. The mix must be a balanced one. Thus, appropriate selection of career possibilities within the major occupational groups of public service depends largely on the student himself. Of course, no curriculum guide is a substitute for a trained teacher or counselor. Instead, this guide has been prepared as a tool for the teacher to use in implementing a career education program.



Government Agency Management
Organizing and managing the supportive service units of government agencies and organizations.
- Fiscal
- Contracts
- Personnel
- Public Info/Relations

Social and Economic Services
Increasing opportunities for social and economic betterment among the deprived, the disadvantaged, the underemployed, and the unemployed.
- Counseling
- Assistance
- Rehabilitation
- Employment

Educational Services
Developing individual competencies and intellect.
- Education
- Libraries
- Museums

Resources Management
Preserving, managing and restoring natural, and/or manmade environments within the public domain.
- Parks
- Forests
- Agriculture
- Conservation
- Fish & Game
- Pollution Control

Urban, Rural and Community Development
Planning and organizing various elements for orderly growth.
- Community Action
- Planning
- Building & Zoning
- Acquisition

Public Safety, Corrections and Judicial Services
Protecting human and property rights, as well as resolving related conflicts.
- Law Enforcement
- Fire Protection
- Courts
- Corrections
- Probation & Parole

Regulatory Services and Records
Organizing and managing the regulatory functions of local, state, and federal governmental agencies and organizations.
- Taxation
- Public Records
- Inspection
- Examination
- Licenser
- Census
- Customs & Immigration

Transportation Management
Reducing the hazards and inefficiencies of congestion in surface and air passenger-cargo flow systems.
- Highways
- Airways
- Public Systems
- Waterways

Figure 1 - Occupational Groups and Job Families in Public Service

DEFINITION AND ANALYSIS OF PUBLIC SERVICE

A fundamental step in developing this material was the definition of what is meant by "public service." A national advisory committee to the Public Service Occupations Curriculum Project recently adopted this definition for public service occupations:

> "Public service occupations are those civilian occupations, excluding those requiring an apprenticeship, pursued by persons performing the functions necessary to accomplish the mission of local, county, state, and federal government. These missions reflect the services desired or needed by individuals and groups... and are performed through arrangements or organizations established by society, normally on a nonprofit basis and usually supported by tax revenue."

Examination of the major functions of government, consistent with this definition, suggests its division into eight major occupational groups which reflect discrete governmental functions performed at local, state, and federal levels. Figure 1 lists these eight major occupational groups, with brief descriptions of their functions, and illustrates the major job families found in each occupational group.

A SYSTEMATIC LOOK AT THE PUBLIC SERVICE PROGRAM

A teaching program, properly structured to provide the basis for adequate career choice in these eight occupational groups, could logically be built around three major components:

Work observation and/or experience,
Basic content for a particular major occupational group, and
Student learning activities.

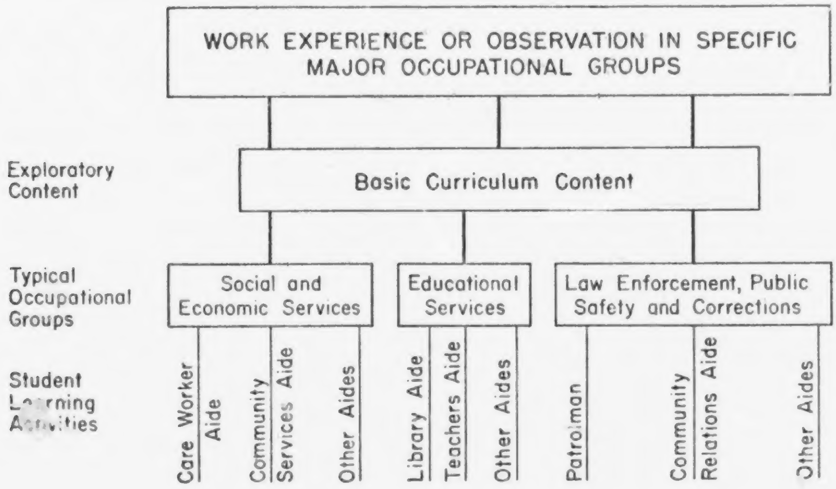

WORK EXPERIENCE OR OBSERVATION IN SPECIFIC MAJOR OCCUPATIONAL GROUPS
Exploratory Content
Basic Curriculum Content
Typical Occupational Groups
Social and Economic Services
Educational Services
Law Enforcement, Public Safety and Corrections
Student Learning Activities
Care Worker Aide
Community Services Aide
Other Aides
Library Aide
Teachers Aide
Other Aides
Patrolman
Community Relations Aide
Other Aides

Figure 2 - Relationships of Curriculum Areas

These components, as illustrated in Figure 2, supplement each other, all elements being necessary to provide comprehensive career planning.

Figure 2 shows the relationship of these three components for three of the major public service occupational groups. The work experience and/or observation factor cuts across and influences all occupational groups in public service. Built on this is the basic exploratory content for each of the eight major occupational groups discussed herein, including the broad aspects of the purposes, structure, organization, career lattices, and general knowledge of the field.

These learning components constitute but one phase of a career education program. Figure 3 illustrates, schematically, how public service fits with other phases to form a comprehensive system of career education.

Figure 3 illustrates that an ongoing career education system increases in relevance throughout the years by focusing more and more sharply on intelligent career choice. It gives students informed guidance, counseling, and instruction throughout their school years.

The career education system demands no permanent bondage to a career goal; it offers the student a range of occupational options, and helps to develop positive attitudes toward work.

The career education system will enable nearly all persons who complete secondary school to be ready for immediate employment, or will provide the necessary impetus for continuing the required education in technical school or college. Thus, it could be possible for students completing the orientation and preparation phases of the public service occupation career family to enter public service at the local, county, or federal level, to continue their education at a postsecondary institution - college or technical institute - or to combine employment with additional education by evening or extension courses as required.

HOW TO USE THIS GUIDE

Subsequent sections of this guide cover the eight major occupational groups in public service, arranged in the same order, by section number, as in Figure 1. Each section contains information on the nature of the field, the types of work performed, the qualifications and preparation needed, the activities engaged in, career lattices, and employment prospects for a great many jobs and job families in public service.

Each section includes appropriate instructional objectives, content, student learning activities, teacher management activities, and instructional resources, but the primary objective

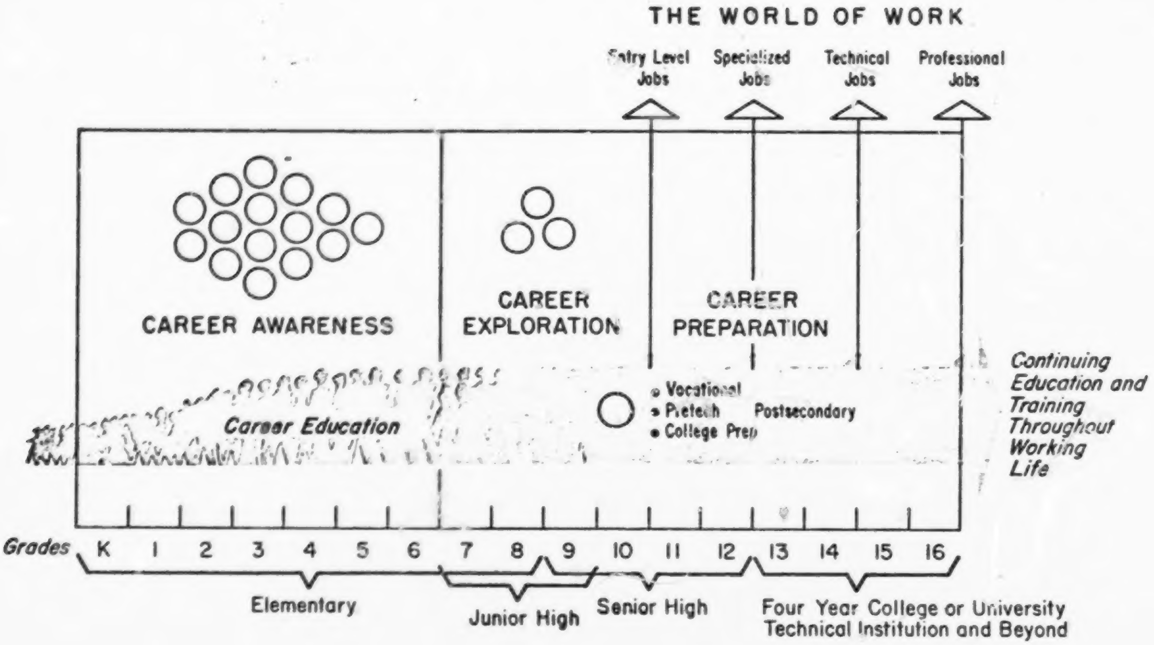

THE WORLD OF WORK
Entry Level Jobs
Specialized Jobs
Technical Jobs
Professional Jobs
CAREER AWARENESS
CAREER EXPLORATION
CAREER PREPARATION
Vocational
Pretech
College Prep
Postsecondary
Career Education
Continuing Education and Training Throughout Working Life
Grades
K 1 2 3 4 5 6 7 8 9 10 11 12 13 14 15 16
Elementary
Junior High
Senior High
Four Year College or University
Technical Institution and Beyond

Figure 3 - Continuing Nature of Career Education

is learning by doing. Accordingly, teacher activities tend to facilitate the management of learning situations, rather than dictating activities. The resources identified include materials which students or teachers may use. Many of these items are available in school libraries, while others are free or inexpensive, and may be obtained easily. An appendix containing the addresses of suppliers, publishers, etc., has also been included.

The teachers responsible for the public service occupations curriculum do not need to be experts in every occupational group covered, but they are encouraged to familiarize themselves to the greatest extent possible with the material presented. Through this effort, they can better understand and build on the students' experiences and comments, thus accelerating more general discussion, with extrapolation into other related topics.

The material in this guide may be used in many ways. The instructors may desire to use much of the content as the basis for development or structuring of their own programs. A wide assortment of techniques is presented: situation dramas, films, debates, outside speakers, field trips, group discussions, and readings. The wise instructor will manage these activities in a coherent program to fit the students' needs, blending classroom efforts with work experience and/or observation. The only limitation on teaching is the collective ingenuity of the instructor and his students.

Some of the individual sections may require additional content or activities, particularly if one section is to be emphasized over others. Accordingly, many of the instructional resources identified are of a type which will permit teachers to build upon the materials contained in each section.

Instructors may want to follow these suggestions:

1. When the need arises, call in outside experts who can expand on a particular section;

2. Accompany students on field trips for additional information or experience;

3. Request that students do the necessary legwork and "research" on certain topics. The instructor might profitably spend time before the start of the program learning what the community has to offer in terms of field trips, materials, experts, and other resources.

4. Adopt a flexible approach in teaching, by allowing the discussion to flow from student interests and concerns, rather than following a planned sequential program.

Section 1

GOVERNMENTAL AGENCY MANAGEMENT

Section 1

GOVERNMENTAL AGENCY MANAGEMENT

Unit 1 Nature of the Field

INSTRUCTIONAL OBJECTIVES

1. Ability to define government (public services) in his own words.
2. Ability to identify in writing two distinctions between federal, state, and local government.
3. Ability to identify 6 of the 8 occupational groups involving government agency management.
4. Ability to name major trends related to government agency management.
5. Ability to describe in one sentence the job families related to government agency management: general, fiscal, contracts, personnel, and public information management.

CONTENT

Public Service Defined. Government or public service is the largest employer in the United States. In 1968, there were 12.2 million government jobs, employing one out of every five persons of the total work force. Governmental public service at the federal, state, and local level, is defined as "those occupations pursued by persons performing the functions necessary to accomplish the mission of local, county, state, and federal governments."

These functions reflect the services desired or needed by individuals and groups, and are performed through arrangements or organizations established by society, normally on a nonprofit basis, and usually supported by tax revenues.

Government Jurisdiction. Public service has several jurisdictions. The federal government operates on the national level;

each of the fifty states are governmental entities; and within each state are county, city, or other forms of government.

The federal government, like other jurisdictions, is the result of people organized for the purpose of preserving peace, promoting security, and increasing the public good. As Figure 4 illustrates, governments in the United States appear figuratively as a series of concentric circles with the federal government being in the outside circle, the state circle next, and then local government (city and county) in the innermost circle:

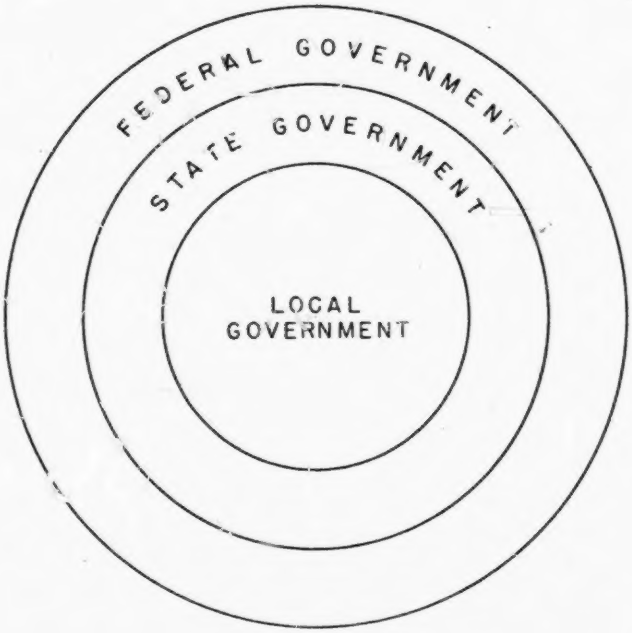


Figure 4 - Relationship of Governmental Levels

Federal Government. The United States government represents, serves, and protects the American people, both at home and abroad. Close to 2,500,000 civil service employees and other workers at home and abroad carry out the programs of the federal government. Although the government headquarters is situated in the nation's capital in Washington, D.C., 90 out of every 100 employees work elsewhere in field service activity.

The United States government makes and enforces laws, collects taxes, provides services for people, protects individuals and their property, and works for national and international security. The federal government borrows money and issues bonds; coins money and prints currency; establishes weights and measures; issues patents and copyrights; controls immigration and emigration; naturalizes non-citizens; operates the postal system; builds roads and highways; manages a social security system; regulates agriculture, business, and labor; negotiates with other governments; maintains the armed forces; and participates in international organizations to promote peace, health, and education.

The United States operates under a constitution which not only outlines the jurisdiction of government, but also protects the rights and liberties of the states and the people, under the three branches of executive, legislative, and judicial.

Federal Executive Branch - The Executive Branch of the United States government consists of the Executive Office of the President, the Executive Departments, and the independent agencies.

The Executive Office of the President includes the White House Office, the Bureau of the Budget, the National Security Council, the Office of Emergency Planning, the Council of Economic Advisers, the Office of Science and Technology, the National Aeronautics and Space Council, the Office of the Special Representative for Trade Negotiations, and the National Council on the Arts, among other specialized groups.

These Executive Departments conduct the administration of the national government: State; Treasury; Defense; Justice; Interior; Agriculture; Commerce; Labor; and Health, Education and Welfare. Generally, these departments are divided into bureaus, the bureaus into divisions, the divisions into branches, the branches into sections, and the sections into units. Most officials below the highest level serve under civil service appointments.

Independent agencies developed with the growth of government regulation. They operate in the fields of aeronautics and space, atomic energy, banking and finance, civil service, communications, farm credit, home finance, home loans, information services, interstate commerce, labor mediation and conciliation, labor relations, power, railroad retirement, science, securities and exchange, selective service, small business, tariffs, trade, and veterans' affairs.

Administrators and directors head most of the independent agencies, while regulatory agencies are headed by several persons of equal rank, with one quite often designated as chairman.

Federal Legislative Branch - The Legislative Branch of the United States government includes Congress (the Senate and the House of Representatives) and five agencies which provide administrative duties: the Architect of the Capitol, the General Accounting Office, the Government Printing Office, the Library of Congress, and the U.S. Botanic Garden. Congress makes, repeals, and amends federal laws; levies federal taxes;

and appropriates funds for the government. Two Senators represent each of the fifty states, and the House of Representatives consists of 435 members, elected from areas based on population.

Federal Judicial Branch - The Judicial Branch consists of the Supreme Court, some 90 federal district courts, and 11 federal courts of appeals or circuit courts. Federal courts decide cases that involve the Constitution and federal laws.

State Governments. The United States constitution divides powers between the federal and state governments, reserving some powers, however, solely to the states.

State governments provide many services and regulate many activities for the people of a state. They maintain law and order and enforce criminal law. They protect property rights, and regulate corporations. They supervise public education, including schools and state universities. They operate public welfare programs, build and maintain most highways, operate state parks and forests, and regulate the use of state-owned land. State governments have direct authority over the local governments of counties, cities, towns, townships, villages, and school districts.

State governments, like the federal government, also have the three main branches of Executive, Legislative, and Judicial. Each state has a constitution which sets forth the principles and framework of its government.

State Executive Branch - The governor of each state heads up its Executive Branch. He has the power to appoint, direct, and remove from office a number of state officials. He commands the state militia, grants pardons, directs the preparation of state budgets, and works closely with the elected officials of the state in developing and passing state legislation. Other state officials who (like the governor) are elected by the people of a state, include a Lieutenant Governor, Secretary of State, Treasurer, Attorney General, and, in half of the 50 states, a Superintendent of Public Instruction. Departments within the Executive Branch of a state include Education, Agriculture, Labor, Health, Public Welfare, Business, Public Works, and Conservation, among others, although nomenclature may vary from state to state.

State Legislative Branch - The Legislative Branch of a state passes laws, levies taxes, approves of monies to be spent by the state government, and amends the state constitution. Legislators are elected officials who serve either in the State House of Representatives or the State Senate. The members of the House of Representatives are usually known as assemblymen and represent constituencies within counties. The members of the Senate are known as senators; they represent divisions of population areas within a state.

State Judicial Branch - The Judicial Branch of a state settles disputes which come before them under various laws. There are local courts within cities and counties, Appellate Courts, and, finally, a State Supreme Court. Each state has general trial courts. County and municipal courts include Probate, Juvenile, Domestic Relations, and Small Claims, and the Courts of Justice of the Peace and police magistrates.

Local Governments. Local government includes counties, cities, boroughs, villages, townships, and towns, as well as school districts and special districts. The state creates and has legal control over all local governments. Forms of government in the some 90,000 local units vary from city to city and from county to county. Many cities have a council and a mayor; others have a commission or city manager or elements of both.

Municipalities serve urban areas and have the power to provide police and fire protection, street and traffic control, health and welfare services, and other services necessary to maintain community life. Townships usually serve rural areas and provide many of the services performed by municipalities.

School districts consist of approximately one-half of all local government units. They may encompass elementary schools, junior high schools, high schools, and community colleges.

Special districts, sometimes known as authorities, commissions, or boards, perform one or more functions in regard to such areas as fire protection, soil conservation, drainage, parking, sanitation, and busing. Some districts manage highways, hospitals, libraries, parks, and playgrounds; while others build and operate bridges, toll roads, seaports, airports, and public buildings.

Public Service Occupational Groups. All of the branches, departments, districts, authorities, etc. are headed or led by individuals known as directors, department heads, or managers. Within each of the agencies, there may also be sub-units which have supervisors or managers. Some managers have general administrative capabilities and can provide leadership to a number of different types of organizations, while others must have special skills or knowledge in such areas as education, public health, engineering, recreation, or security (to name only a few fields), to appropriately direct a governmental activity. The management of government organizations has even become an occupational field within public service.

General occupational groups within the public services on the federal, state, and local levels may be divided into these eight divisions:

1 Government agency management. The organizing and managing of the support service units of government organizations and units.

2. Social and Economic Services. Increasing opportunities for social and economic betterment among the disadvantaged, underemployed, and unemployed.

3. Educational Services. Development of individual competencies and intellects.

4. Resources management. Preserving, managing and restoring natural and/or man-made environments within the public domain.

5. Rural, Urban, and Community Development. Planning and organizing various elements for orderly community growth.

6. Public Safety, Corrections, and Judicial Services. Protecting human and property rights as well as resolving related conflicts.

7. Regulatory Services and Records. Organizing and managing regulatory functions of local, state, and federal governmental agencies and organizations.

8. Transportation Management. Reducing the hazards and inefficiencies of congestion in surface and air-passenger cargo flow systems.

These occupational groups are further discussed within this volume, in sections numbered as above.

Major Job Families in Government Agency Management. The eight occupational areas mentioned above all have administrative or management units which can be identified.

Each agency has various management responsibilities. There is the overall management of the agency, management of programs or departments within the agency, management of the financial aspects of the organization, management of the agreements or contracts, management of the personnel activities, and management of internal and external communications.

General management refers to the development and maintenance of objectives for an agency or department and the coordination of the organization or unit to meet the established objectives.

Fiscal management refers to the total management of budgets, revenue raising, fund accounting, and auditing.

Contract management includes contract bidding, administration, and procurement under contract specifications.

Personnel management refers to staffing, personnel recruitment, testing, and employee relations.

The fifth area is public information and relations, which includes the determining of public need and offering information feedback, both inside and outside the government agency.

These five major job families within governmental agency management constitute the administrating, budgeting, contracting, staffing, and informing persons for the public service occupational areas of social and economic services; educational services; resources management; rural, urban, and community development; public safety, corrections, and judicial services; regulatory services and records; and transportation management.

In diagram form, as shown in Figure 5, these occupational areas and job families relate in the following manner:

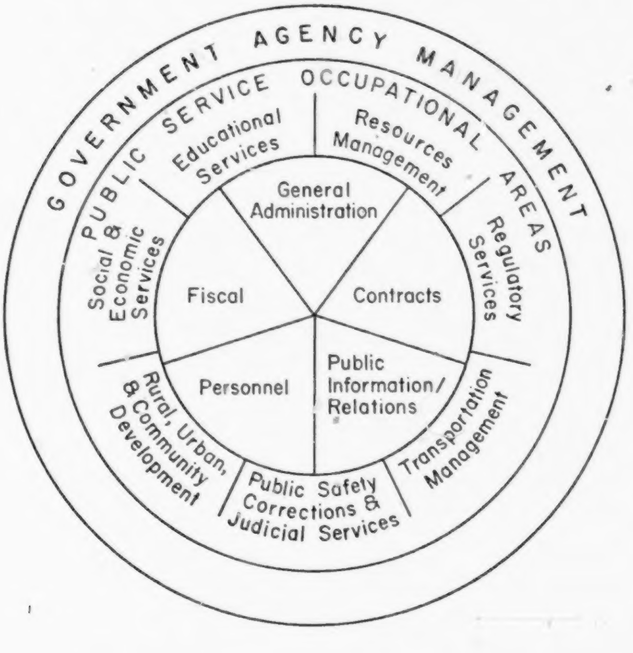

GOVERNMENT AGENCY MANAGEMENT
PUBLIC SERVICE OCCUPATIONAL AREAS
Educational Services
Resources Management
Regulatory Services
Transportation Management
Public Safety Corrections & Judicial Services
Rural, Urban, & Community Development
Social & Economic Services
General Administration
Contracts
Public Information/ Relations
Personnel
Fiscal

Figure 5 - Relationship of Occupational Groups

Trends in Public Service Management. Change is the rule in managing government agencies. Today the shifts and trends of public life areas are as prevalent as the changes we generally see in our society. New technology has had a tremendous impact; from packaged foods to television, from purchasing goods with plastic money to travel to the Moon - the impact is significant on the management of agencies organized for public service.

The major shift in government agency management seems to be a transition from dominantly international concerns to those of our cities and ghettos. Recent governmental success in the international arena allows us to be gradually redirected to the domestic affairs of ecology, environment, housing, education, and transportation.

General Management Trends - In general management, the trends toward organizational systems, computer data collection and transmission, have brought greater respect for the special talents, skills, and knowledge of personnel within an organization.

Fiscal Management Trends - A major trend in the fiscal area relates to fiscal accountability. Here a much closer tie exists between dollars allocated and the manner in which they are spent. Those involved in fiscal management are no longer divorced from program development or evaluation - each professional must have a clear conception of the total fiscal process of a program from start to finish.

Contract Management Trends - While a trend of accountability emerges, it is occurring at a time of "belt tightening" throughout the nation. Management personnel today look beyond the mere accounting of funds to methods by which the government can properly and quickly respond to public needs within contracts already allocated and confirmed.

Personnel Management Trends - Several new trends are presently found in personnel management, one of which is the fact that public service management careers are attracting more and more qualified personnel into more and more specialized fields. The personnel management expert is becoming more specialized everyday.

There is also an increasing trend in the work of the government agency personnel manager toward the full range of human needs on the job. Job placement and salary are only two factors in the myriad of work experiences and personnel variables with which the personnel office must deal: environmental conditions, motivation, retraining, attitudinal change, human interaction, and other factors.

Another significant trend involves the inclusion of more minority persons in the public service work force; still another trend deals with the inclusion of paraprofessionals as full partners in public service careers.

Public Information Trends - In the area of public information, the fifth job family within government agency management, "what government is doing" has become critically important. With high levels of information communication being provided by industry and expected by the public, "what's going on in government" is also a public expectation. The public desires that information about government shall be as close to them and as well done as other information provided them on television or in the newspaper. Public information specialists are also expected to be experts in research. Collection of data about government and the use of such data in intelligent planning is a growing force in public service management.

STUDENT LEARNING ACTIVITIES

- Write an essay comparing the public services on the federal, state, and local levels.
- Define: public service, occupational areas, and job family.
- Find, in the classified ads of the local newspaper, four job advertisements related to each of the five government agency management job families in federal, state, or local government.
- Select one of the five job families (general administration, fiscal, contracts, personnel, or public information) and compare your personal work interests with information about the job family selected on the federal, state, or local governmental level.

TEACHER MANAGEMENT ACTIVITIES

- Utilize five rotational groups to discuss aspects of each government agency management job family.
- Create a bulletin board for current events related to each job family.
- Duplicate job descriptions related to the chief officer of the five related job families and distribute to the class.

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Unit 2 Governmental Agency Management

INSTRUCTIONAL OBJECTIVES

1. Ability to demonstrate some knowledge of the nature, importance, and characteristics of organizational objectives.
2. Ability to demonstrate some knowledge of the relationship between organizational, operational, and individual objectives.
3. Ability to identify the relationship of objectives with the establishment of policies, procedures, rules, methods, and strategies.
4. Ability to describe the major tasks involved in government agency management.
5. Ability to describe the general activities and duties of government agency managers.
6. Ability to demonstrate effective application of principles of supervision under simulated practice conditions.

CONTENT

Historical Development. Modern government agency management began toward the end of the 19th century under the leadership of Frederick W. Taylor, who was called the father of scientific management. Taylor believed production or services could be increased through better and more exact planning. "Scientific" methods were sought, and management tried to find the best way to accomplish a task.

In the 1950's a new approach became popular. Management theorists attempted to use the findings and principles of "behavioral science," (psychology, sociology, anthropology, economics, etc.) to better explain and cope with the actions of individuals within business organizations.

Most recently, with the advent of the computer and the development of new mathematical and statistical techniques, the "management science" approach has gained considerable attention. This approach attempts to apply to behavioral science such rigorous mathematical techniques as operations research for the development of techniques to assist government agency managers in decision making.

The Process of Agency Management. The job of most government agency managers can be divided into the five parts of planning, organizing, controlling, motivating, and communicating.

Planning involves evaluation of conditions in the now and in the future (forecasting), then deciding how to take advantage of these known and anticipated conditions. Planning is the most creative of the government agencies manager's duties; in this activity he must intelligently consider objectives, policies, and strategies:

> *Objectives* are the aims of an organization, giving purpose both to the organization and to the people employed in it. They must be challenging but realistic, so that they will motivate people to achieve them.
>
> Success of the government is measured by the degree and extent to which its general objectives are achieved; the success of the agency manager is measured by the extent to which he achieves his specific assigned objectives.
>
> *Policies* are guides for action for people within the organization. They state the organization's position on many important matters and express the manner in which the agency's objectives should be achieved. To assure that, when ordinary decisions must be made, they will be made the same way and the best way each time, management states in advance how commonly occurring problems should be settled.
>
> *Strategies* are plans that take into account the objectives and policies of the government agency. A typical strategy might be that of an agency that expects the need for its services to increase and, therefore, adds more staff.

Organizing techniques are used by members of the agencies in order to concentrate all the available human and physical resources upon the attainment of objectives. It involves, as it does in a team, the division of duties, and the assignment of authority and responsibility. The manager decides on the members of his "team," their positions, and their individual and group goals.

Good organization optimizes the efforts of everyone to achieve goals, and thus increases group output and effectiveness. It takes advantage of the special capabilities and interests of the people in the agency. Organization changes as people are promoted or retired, as new functions are created, as old functions lose importance, and in many other circumstances, all of which make it necessary to continually reconsider the form of organization to determine whether it is still focused on needs and goals.

Controlling is a process of determining through observation, measurement, reporting, and analysis, whether the agency is carrying out operations according to plan, and if it is not, taking action that will make it do so. The control process involves:

> Establishing standards, which may be stated in many ways, quantitatively or qualitatively;
>
> Appraising performances to determine whether or not standards are being achieved;
>
> Correcting deviations. Deviations are recognized as the result of information about how actual performance compared with planned standards.

Motivating is the process of stimulating government agency personnel to achieve given objectives of the organization.

Communications is a central part of the government agency management process. It can be between equals, or directed toward subordinates or to groups outside the agency.

Typical Management Objectives of a Governmental Agency. The development and maintenance of organizational and operational objectives, their structured nature, and the closely related managerial functions of planning and control, are all necessary goals in a government agency no matter what its overall mission.

The management of an agency requires not only an awareness of goal-setting, but knowledge of the functions and utilization of organizing human, physical, and material resources; of establishing and maintaining policy; of decision-making; of communications; of identifying and analyzing issues and problems; of evaluating and rewarding the efforts of employees; and of perpetuating the organization.

Objectives are carried out after carefully made plans have been developed and tested, so that the planning function of the manager is significant. Problems must be resolved through many different means and inputs. The various principles of management patterns of operation (planning, organizing, directing, integrating, and controlling) must be applied on a daily basis.

The chief administrator of a government agency must also oversee, or have combined in his own responsibilities, the jobs of fiscal, contract, personnel, and public information and relations management. Accordingly, the objectives of each of these functions must contribute to the goals of the particular agency.

A general manager of a department or governmental unit may also be responsible for the specific objectives and the operational achievement of those objectives. He may have the responsibility for some or all of the important areas of fiscal, contract, personnel, and public information and relations.

General Management Activities. Work activities in general management involve planning to meet anticipated objectives, organizing the staff and resources, meeting with representatives of other organizations and agencies on matters of common importance, and resolving issues and problems as they arise.

The responsibilities of budgeting, contract administration, personnel, and public information and relations may also entail the preparation of financial informational documents; negotiating and developing contracts; publicizing, interviewing, employing, and training personnel; and developing both internal and external public information and relations programs.

Managers need good verbal and writing skills. They need organizational ability, and skill in placing personnel in those responsible areas where they can best perform; good decision-making and problem-solving ability; accuracy in making calculations; and an understanding of the functional principles of management in planning and operational activity.

Entry into general management requires the completion of academic course work, and considerable experience in a specialty field within the public service arena. Education in law, business, economics, accounting, or public administration, as well as the physical, biological, or social sciences, may be helpful.

General management is a culmination of many developed skills and exposures which indicate that an individual can handle a high level of responsibility.

STUDENT LEARNING ACTIVITIES

° Organize a panel of public service managers who combine functions of fiscal, contracts, personnel, and public relations in their jobs.

- Choose a public agency and write a report on those objectives and organizational structure which would be effective for it.
- Trace and report on how a plan might be developed to create a city agency to address the problems of pollution, rapid transit, or low-income housing.
- Write job descriptions for a federal agency department head, a state agency manager, and a city police chief.
- Develop and report on the progressive steps, in education and experience, that you should experience to be a general public agency manager in a field of your choice.

TEACHER MANAGEMENT ACTIVITIES

- Provide a chart on the various functions which a manager must perform in a government agency setting.
- Assign the class reports which will familiarize students with different examples of government agency management positions.
- Have a class discussion on the differences between general management, fiscal management, contracts management, personnel management, and public information management in government agencies.
- Have students develop objectives for four different types of government agencies.

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Unit 3 Basic Components of Governmental Agency Administration

INSTRUCTIONAL OBJECTIVES

1. Ability to explain the purpose and contents of a government agency budget.
2. Ability to explain the responsibilities in the fiscal management of a budget and the flow of monies and property within a government entity.
3. Ability to discuss the similarities and differences between formal and informal contracts.
4. Ability to accurately describe the purposes and types of government contracts.
5. Ability to explain some of the factors in awarding contracts, formal competitive bidding, and informal negotiation.
6. Ability to display knowledge as to who in government makes contracts, when contracts are made, and why they are made.
7. Ability to explain the responsibilities of contract administration within a government agency.
8. Ability to discuss the functions of employee relations and personnel administration as they relate to government agency personnel administration.
9. Ability to construct a typical governmental agency organizational chart depicting line and staff functions of an agency.
10. Ability to assess the types and kind of information needed, required, or desired by the public, about a selected government agency.

11. Ability to identify the types of media available for a government public relations program and how they may be utilized.

12. Ability to discuss the rights of people to information about their government.

13. Ability to recognize and explain the difference between internal and external communication.

CONTENT

Fiscal Management. Government agencies exist for the public welfare. Accordingly, they must be supported by public funds and accountable to that general public which supports them. Sound, honest, and accurate accounting is essential to anticipating budgetary needs, which are under the legislative control of federal, state, or local public office holders.

The public and its elected representatives must know why an agency exists, and how much money, property, material, and human assets it takes to efficiently support the objectives of the agency. This is the responsibility of the fiscal management of an agency, which may include a chief fiscal officer and his staff in addition to the agency department head. Besides regular reporting schedules to evaluate agencies, those responsible for fiscal activity must be prepared, at any time, to make statements as to the financial health of an organization.

Most importantly, they must be aware of the mission of an agency, its goals, and purposes. They must be cognizant of the complete scope of the agencies' programs. They must have established a system of accountability for all monies spent or obligated by the agency through their process of funds control. They must be familiar with the various formats of financial reporting, such as balance sheets, payroll forms, and the like. They must have developed efficient ways in which financial data information could be collected and translated into whatever forms or formats would be necessary at a given time.

In both budget preparation and financial accountability, fiscal management must orient and familiarize operating officials at all levels in the development of their budgets and the recording of their expenditures, and also insure that their knowledge and experience are incorporated in all appropriate fiscal matters.

Not only should political consideration be understood in budget development, but the various practices of governmental accounting offices and their financial auditing and internal controls must also be taken into consideration.

Fiscal management, then, stated simply, is insuring that the necessary funds essential to accomplishing the agency's objectives are obtained and that they are properly expended.

Fiscal management involves planning for anticipated expenditures (budgeting) and insuring that expenditures are spent efficiently (accounting). It involves the principles of accounting, contracts, and statistical analysis to problems of fiscal management, auditing, and the like. Typically, fiscal managers are proficient in devising accounting systems and procedures; in appraising assets properties, and evaluating costing methods, budgetary programs, and monetary risks and rates; and in preparing statistical tabulations and diagrams and financial reports, statements, and schedules for use by governmental officials.

In the federal government alone, of the 115,000 workers employed in accounting and budgeting work, more than 30,000 are professional accountants and Internal Revenue agents. They are employed throughout the government, particularly in the Department of Defense, the Treasury Department, and the General Accounting office.

Contracts Management. Contracts are agreements between two or more persons or agencies to do or not to do a particular thing. They are like treaties between countries. Such an obligation is made only by the will of the parties involved. All rules about the interpretation of contracts are based on the fundamental principle of the plain intention of the contract. Contracts involve two distinct acts: making an offer, and accepting that offer.

Government agencies are involved in contracts of all types: contracts for services; production of goods and materials; jurisdictional agreements; purchase and sale of property, insurance, health, etc.

Almost every governmental agency has agreements with other agencies and with vendors and service organizations; agreements which vary from the repair of office machines to the supplying of rockets for an engine which will carry astronauts to the moon.

Federal, state, and municipal laws require that certain types of agreements always be made as contracts in order to protect the public. Quite often, a government contract to build a bridge, or to install a computer system, will be "put out to bid." This procedure enables other organizations or companies to estimate costs and procedures necessary to achieve the objectives of, for example, completing a bridge between two bodies of land, or developing a computer system. When these estimates are made, a "bid" is submitted to the appropriate agency. The agency then decides which bid or proposal will best achieve its purposes in the most fiscally efficient manner, and "awards" a contract.

Contract or project administrators are usually responsible for insuring that all aspects of contractual agreements are fulfilled on a scheduled basis. They must be familiar with contract law and general governmental policies affecting government contracts. They must know about all types of contracts, the bidding process, and the political implications of governmental contracts. They must be familiar with proposals, grants, and systems of matching funds, among other techniques in contract administration.

Contract management and administration also involves the monitoring and evaluation of ongoing contractual agreements.

Personnel Management. Personnel management is concerned with all factors in dealing with agency workers. The area is usually divided into the two parts of employee relations and personnel administration.

Employee Relations. An agency's dealings with the employees as an organized group, generally as an association or union, may be divided into bargaining (negotiating) and settling grievances (disputes).

Bargaining consists of negotiations between representatives of agency management and the associations or unions to determine the conditions of employment relative to such matters as hours, working conditions, vacations, seniority, and fringe benefits. Negotiating involves each side in attempts to gain the most favorable possible conditions for itself.

Frequently, complaints are made by union or management people concerning the actions of the other side. Therefore, most contracts specify a specific procedure to handle such problems.

Such disputes can arise as the result of many possible reasons -- grievance by workers, disciplinary action by management, disagreements about contract interpretation, failure to negotiate a contract -- any one of which can result in some form of involvement by personnel managers.

Personnel Administration. Personnel administration deals with the procurement, development, and maintenance of workers, and with wage and salary administration. The "personnel department" is a staff

> or advisory group that helps the operating agency manager by advising and counseling on good personnel practices; supplying various personnel services; keeping adequate records and reports; and conducting training, safety, and service programs.

Personnel management involves the identification of people's skills, attitudes, and knowledge, and their assimilation into the needs of the organizational unit. It requires communicative skill, respect for the individual, and an awareness of the functional responsibilities of an organizational unit. It involves such activities as recruitment; testing; job analysis; merit and salary regulation; training; placement and maintenance of employee records; provision of employee services; staff transfer, termination and retirement; and many other important functions.

Personnel managers must be thoroughly familiar with the Civil Service system on the level in which they are engaged. They must have knowledge of the various levels of entrance into and the means of advancement within government agencies. They must be aware of merit systems and of personnel costs in relationship to total agency budgets, and familiar with all aspects of man-power utilities, training, and development.

Public Information/Relations. The management function of public relations aims at molding and expressing the character of an enterprise so that it earns public acceptance and respect. The day has passed when government can ignore public relations. Management must seek to interpret the nature and the aims of an agency, so that the community that controls or influences its fate may recognize it as beneficial. Consequently, management must examine the desires, the needs, and the attitudes of the public to the extent that they can develop for the agency policies and operations in the common interest of the enterprise and of society.

Publicity is a major instrument of public relations. It is the effort to interpret an agency to the public in such a way that the public may gain understanding of the nature of its work and how it serves society.

Like leadership, good public relations is an art. It deals with the minds of men. It seeks to know how men think, and how they will react to the words and deeds of government. Yet there are no exact yardsticks for predicting human attitudes. Agency management, like all human beings, must rely heavily on its own social conscience and it must act so that it could justify its deeds before its own conscience and before the world. Publicity should interpret the action of the business. How else should people learn about the achievements and offerings of an agency? But sometimes it may be good public relations policy to keep silent and to avoid publicity. It is often a question whether speaking up or keeping quiet will help achieve the objectives of an agency.

As all other agency objectives, the attainment of a favorable public opinion must be sought by planned efforts. This requires a staff of people with a broad range of skills in the area of public relations. In government, officials responsible for achieving such objectives are usually known as Public Information Managers, Directors, or Officers. They plan and conduct public information programs designed to procure publicity through such media as newspapers, magazines, radio, and television. They select and assemble appropriate material. Quite often, they write feature articles, position papers, and other communicative documents. As the name connotes, Public Information officials inform the public.

Their work involves planning and conducting information programs; utilizing such media as radio, television, newspapers, magazines, professional journals, pamphlets, and other communicative means to disseminate information; scripts, speeches, spot announcements, and other informational material; and soliciting and approving photographic and art work, such as signs, posters, or displays.

There may also be the responsibility for preparation of organizational publications, editorial direction, and the planning of special exhibits, lectures, and other activities and gatherings which create good will and contribute to a favorable public image.

STUDENT
LEARNING
ACTIVITIES

- Organize a series of speakers to serve as resource persons in various aspects of fiscal management; i.e., income tax agency, Federal Franchise Board, government accounting office, business license bureau, etc.
- Visit a financial manager of a government organization to learn how proposed budgets are developed and submitted to higher authorities, and how budgets are reviewed and combined at successive levels until ultimately a presentation is made to a legislative body.
- Formulate a simplified budget for a fictitious agency.
- Prepare a brief oral report on the costs of manpower to a typical government agency.
- Find a copy of the U.S. Budget for environmental problems and write a short report on the relationship between the allocation of funds and their actual distribution.

- Identify a significant fiscal need of a state agency which will soon be presented to the State Legislature, and role play with two other students the positions of the agency head, of a State Senator, and of the Governor.

- Prepare a list of at least 10 different position titles of individuals in government fiscal management.

- Organize a briefing by a government agency contract administrator concerning the negotiation and approval of contracts.

- Simulate, from start to finish, the purchase of an item for a government agency.

- Develop a project whereby one group of students creates a situation in which a contractual agreement must be made by a vendor, another group designs a simple contract to meet the needs, and several students act as vendors bidding on the job.

- Visit a city attorney's or contract attorney's office and question him on the various requirements of a contract.

- Collect and study copies of contracts from government agencies.

- Prepare a list of at least ten different kinds of contracts in which a typical government agency at the federal, state, or municipal level might be involved.

- Prepare an oral report describing either the federal, state, or municipal civil service system.

- Prepare an organizational chart for a selected governmental agency.

- Visit and report on an agency on each level of government to identify personnel practices and how they are put into effect.

- Using a hypothetical government agency as a model, develop a report on how you would determine guidelines for an effective employee/public relations program, and how you would work with each medium (radio, television, newspaper, etc.).

- Prepare news information bulletins and stories for selected media on an existent federal, state, and local agency.

- Write a memorandum to the employees of a particular government agency explaining the ways in which staff reductions may have to occur because of a decrease in the budget.

- Organize a newsletter for the school on the activities of the class in Basic Introduction to Government Agency Public Information/Relations Management.

TEACHER MANAGEMENT ACTIVITIES

- Collect and make available to students information about federal, state, and local government job opportunities, as well as application forms, samples of tests, and other materials.
- Prepare a chart which describes the personnel process from the determination of a position becoming available to placement within that position.
- Develop class opportunities and simulations which will expose students to basic behavioral science principles as they apply to leadership and supervision.
- Have each student prepare a resume and select a position announcement in which he might be interested. Have students interview one another for positions.
- Identify resource people who can either visit the class or to whom class members may go to learn about personnel activities.
- Assign a series of reports which will enable students to understand the purposes, methodology, and terminology in the public information/relations field.
- Provide information on issues and problems in government public relations.
- Collect and make available to students different types of public informational tools, such as press releases, brochures, annual reports, etc.
- Prepare a chart which exhibits the circular flow of funds from the public, through a large government agency, and back to the public in both various forms of service and through staff personnel, vendors, and other recipients of governmental expenditures.
- Assign to each student or a group of students, a government agency on which to report the fiscal activity.

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Unit 4 Functions and Duties of Workers

INSTRUCTIONAL OBJECTIVES

1. Ability to discuss the general responsibilities of managers in public service organizations.
2. Ability to identify three job roles which exist in each of the five government agency management job families.
3. Ability to compare and contrast the general duties of managers at the federal, state, and local levels.
4. Ability to demonstrate some knowledge of the upward mobility of individuals in different governmental areas into management positions.

CONTENT

Managers in Government Agency Service.

What are managers? The Dictionary of Occupational Titles suggests that manager is "a term applied to employees who direct supervisory personnel to attain operational goals of an organization or department as established by management." Department Head and Superintendent are terms used synonymously with Departmental Manager. Managers, in a practical sense, are those individuals who have been designated as managers by higher authority.

What managers do. Managers are involved in the goal-setting of a governmental organization; they develop and maintain organizational activity; they establish and review policies and practices; they assign the various levels of decision-making; they oversee the communicative aspects of the organization; they evaluate programs and people; and they are responsible for the total effort of an organization, its record-keeping, and its efficiency and effectiveness.

The roles of managers in government agencies are diverse. Their activities depend on the type of work in which the agency is involved, and the phases of that work in which they are concerned. Each agency has one or more subdivisions, each headed ordinarily by a manager whose responsibilities are determined by such factors as mission of the unit, number of personnel, and level of decision-making.

Becoming a manager. Managers in the public service just "don't happen." They are ordinarily individuals who have risen through the ranks of a particular specialty area or department. Police chiefs usually begin as patrolmen or investigators, school superintendents began as teachers, many budget directors start as accounting staff members, public welfare department supervisors have begun as social workers, and so forth.

The "spurs" of the manager are usually "earned" through having been hired initially on the basis of specialized education and/or experience appropriate to a particular department or field, and gaining expertise through direct work exposure and increasing kinds of supervisory and administrative responsibility. Rarely do individuals begin their public service careers as managers, even those who have college degrees in public administration. The vast number of governmental employees up to the management level are in specialized services rather than pure management.

Additionally, managerial and official occupations differ in the personal traits required to perform the varied types of supervisory responsibilities. Some fields require the knowledge and skills which one develops through college training. Others may depend primarily on the individual's experience without much regard for an academic specialization.

However, the basic qualities of responsibility (such as integrity, loyalty, honesty, reliability, and effective working relationships with and for whom one works) are essential.

Job Families. There are several major areas of management concentration which may be considered as job families, either separately or in combination with one another. These government agency management job families are: (1) general management, (2) fiscal management, (3) contracts management, (4) personnel management, and (5) public information or relations management. In a large public service agency or department, these management jobs might be separate. In a small governmental unit, all of them or most of them might be combined.

General Managers (or, simply, "Managers") would be those managerial personnel who oversee large governmental units or all of the unit's management functions, plan and develop objectives, and direct the organization toward the fulfillment of those objectives in prescribed ways.

Fiscal Managers: those managers who are involved in the application of accounting and budgeting principles to problems of financial management.

Contracts Managers: managers who examine, authenticate, maintain, and prepare contracts.

Personnel Managers: managers who organize and conduct programs of recruitment, selection, training, promotion, welfare, safety, compensation, recreation, and other employee relations activities.

Public Relations Managers: those managers who attempt to promote and create good will and understanding by developing information and releasing it through various communications media.

Benefits for Government Agency Managers. Generally, government agency managers are compensated as they might be in private business or industry. However, commerce usually offers fewer restrictions in earning power, since profit-sharing, incentive bonuses, and commissions are possible, and salary scales are usually quite flexible.

Federal government employees are paid under G.S. (Government Service) rankings. A manager of a small administrative unit might earn from $9,053 to $11,771 as a GS-7. The department head for fiscal affairs of a medium-sized agency might, as a GS-12, be paid between $15,866 and $20,627; while a top national agency administrator would draw a salary of approximately $33,000. Managers at various levels would fall within these ranges, depending on their GS rating, which is determined on the basis of service, education, and level of responsibility.

On the state level, the Governor of California earns approximately $49,100, the Lieutenant-Governor $35,000, and high state officials between $22,000 and $30,000. Managers of small state departments and agencies would earn upwards of $18,000. While this is only one state, it is typical of several others.

In local government, salaries vary enormously. School superintendents earn from $12,000 to $45,000, depending on the size of the school district served. City managers receive comparable salaries which reflect the size and complexity of their responsibilities. Other county, town, city, and district officials receive salaries commensurate with their status and the size of the constituency served.

Insurance plans, health programs, vacations, study opportunities, and other benefits are available to government employees.

Government employees, including those in management capacities, are usually required to work 40 hours per week. Employees who work overtime are compensated financially or in compensating time. Managers, however, may work additional hours without compensation, since it is assumed that such time allocation is part of the manager's responsibility.

STUDENT LEARNING ACTIVITIES

- Discuss in class the different work roles which government agency managers perform.
- Visit a federal agency, a state agency, and a local government agency, and discuss with those in management capacities their reponsibilities and activities.
- Select an area or government agency of particular interest and write an essay on the functions and duties of the chief administrator.
- Identify and invite to address your class a government agency manager who will be able to review his own development and preparation for this current management responsibility.
- Organize a program with a panel of government agency managers (one or more each from the federal, state, and local government levels) to respond to questions from the class.

TEACHER MANAGEMENT ACTIVITIES

- Arrange mock job interviews. Divide the class into two groups, with one group acting as potential job applicants, and the other group as the employer-interviewers. Students should prepare questions and conduct mock job interviews on the role, duties, and conditions of a government agency job family.
- Conduct interviews as stated above and, if possible, videotape interviews, playing them back to the student participants, who in turn will critique interviews.

RESOURCES

Management of Human Resources, Paul Pigors, Charles A. Meyers, and F. T. Malin, McGraw-Hill, 1964.

Management and Organization, Louis Allen, McGraw-Hill, 1958.

How to Select and Develop Leaders, Jack W. Taylor, McGraw-Hill, 1962.

Staff Development, the Supervisor's Job, U.S. Department of Health, Education and Welfare, 1963.

The Blue Book of Occupational Education, CCM Information Corporation, 1971.

Supervisors in Action: Developing Your Skills in Managing People, J. Famularo, McGraw-Hill, 1961.

Administrative Office Management, John J. W. Neuner and B. Lewis Keeling, South-Western Publishing Company, 1966.

Principles of Personnel Management, Edwin B. Lippo, McGraw-Hill, 1961.

Paraprofessionals and Their Performance, A Survey of Education, Health and Social Service Programs, Praeger Publishers, 1971.

Work and Motivation, Victor H. Vroom, John Wiley and Sons, 1964.

Follow the Leader, H. Strauss and Company, (film, 27 min., color, free loan), 1968.

Unit 5 Employment Qualifications

INSTRUCTIONAL OBJECTIVES

1. Ability to discuss job qualifications, including age, experience, education, and special aptitudes and values for at least two government agency job families.
2. Ability to discern the difference in management job qualifications for positions at the state and local levels, as well as the federal level.
3. Ability to discuss the similarities and the differences between a four-year degree, a community college degree, a professional degree, and a liberal arts degree.

CONTENT

Many combinations of skills and knowledge are necessary to be an effective governmental manager. The skills needed to manage a small unit as opposed to a large one, or those necessary to organize a project as opposed to an entire office, will differ greatly. Therefore, qualifications depend on the specific position and the level of the position in the management organization. The best way to describe qualifications for these job families is to look at each one separately.

General Management. At this level, a knowledge of the organization and its operations is required, rather than a scientific, technical, or administrative specialty. Generally speaking these are "line" positions, in contrast to "staff" or "specialist" ones. This would include federal agency superintendents, and executives in other governmental organizations, such as City Manager, Director of a state education program, or Secretary of Labor.

In this case, age is a consideration only in terms of how it relates to one's general experience. Generally, in this case, the general management position is attained after at least 8 or 10 years with an organizational unit at lower levels.

Educational background can be general. A four-year college degree is expected, which would probably include educational training courses in public administration, personnel, fiscal and public information. Degrees in Public Administration, Business Administration, or Public Relations, as well as those in the general liberal arts, are quite often held by managers in this area.

The manager's principal experience should have been at one or two of the levels directly below the general management position, where the ability to plan, initiate, and execute programs would have been required and experienced. Experience as a manager of a total sub-program is often desired. A numerical facility to analyze and use statistics and maintain agency production, inventory controls, and records is also desired, together with leadership qualities, verbal facility, and an ability to get along with people. Experience in extracurricular activities as a part of one's education, as well as involvement in civic activities, is also helpful, such as chairman of charity drives, etc.

Fiscal Management. In this job family, a good education is an absolute necessity. A bachelor's degree in Accounting and Business Administration or Public Administration is usually the minimum requirement for entry into this work. Adequate academic preparation should include courses in all phases of accounting and statistics. Other desirable courses include personnel management, marketing techniques, money and banking, investments, insurance, taxation, and contracting.

Most governmental agencies require the public accountant certification for those who deal regularly in this area of accounting and auditing.

Prior experience seems less important in this field than in others, and educational background appears to be paramount. Experience in positions such as budget analyst, claims adjustor, purchasing officer, or administrative assistant, allows the employee to work up to valuation engineer, or budget officer.

Attainment of a position with supervising responsibility usually requires several years of work in less complex jobs. At these higher levels employers stress strong interpersonal relations and more generalized knowledge of the operations.

These positions require an ability to concentrate for long periods; good verbal expression; organizational ability, speed, and accuracy in making numerical determinations in detail; and an ability to understand the principles of accounting, statistics, and fiscal management.

Contract Management. Unlike fiscal management, contract management requires persons with more experience, thereby usually someone somewhat older. Certain entry level positions are available to the new graduate, but generally public service contract management seems to require more experience.

Persons enter this work only after acquiring considerable academic experience. Generally, a law degree is preferred for contract negotiation. Other positions in contract management require business or liberal arts degrees.

Employers also consider the individual who has achieved a high degree of proficiency at less complex work, provided he has been exposed to documentary terminology and contract regulations. A well-blended combination of personal contacts of the individual and control of the technicalities and intricacies of the particular field or environment is most important. Only after considerable exposure may a person be expected to function at full capacity.

Operationally, contract management requires a specific combination of enjoying public contact; an ability to understand contracts, their laws, and insurance terminology; reading comprehension and conversational agility; and a sensitivity to the attitudes and reactions of others.

Personnel Management. Age does not seem to be a factor in personnel management. Inasmuch as persons enter personnel management from either technical or other fields, age requirements seem less. Moreover, many persons enter personnel work as clerical or technical support personnel and work up through the career ladder. Therefore, entry age can be 18 or older.

The diversity of requirements necessary to recruit personnel, to be involved in employer-employee relations, and to counsel employers who have personal problems, make educational background requirements diffuse. Many personnel workers hold degrees in Industrial Psychology or liberal arts degrees in other areas. Generally, however, a four-year college degree is required.

Experience patterns are varied in this job family. Background in the roles and duties of one or more of the other job families discussed previously, is an asset in personnel management. Futhermore, experience in work at lower levels is applicable. Moreover, training in other related job families, such as fiscal and public information management, is sometimes important.

Employers in this area place strong emphasis on personal qualities which contribute to effectiveness in interpersonal relationships when selecting and working with other personnel. Further, the ability to communicate with those with whom one works is imperative. The verbal facility to converse with people, to put them at their ease, and to gain their confidence, is greatly desired.

Essentially, the good personnel manager is a rare combination, for it is necessary that he should be an informed and skillful administrator, and also a person with the highest concern for the individual employee or staff member.

Public Information. For the information gathering, organizing, and verifying functions, a high school education with emphasis on commercial courses is sufficient, although some employers prefer college work in this area. For the dispensing of public information, a liberal arts degree is generally required. Still, persons with other education and personal qualifications may find opportunities in this area.

Experience for those in this job family generally includes newspaper writing, sales work, or public speaking, and/or community or industrial relations.

For the entry-level person, qualities and initiative in extracurricular activities in high school or college seem desirable. Part-time retail sales also seem to be related here for the entry-level person.

It is desirable to have the ability to understand and apply the principles of advertising, publicity, and consumer and market research; and to have the verbal facility and writing qualifications which allow clear and concise communication. The ability to organize surveys and campaigns is also helpful; self-confidence, unique and creative descriptive capability or organizational ability for various media, are also important capabilities.

STUDENT
LEARNING
ACTIVITIES

- Have each student prepare a job qualification statement for a position within one of the job families discussed.
- Each student should list two elements of education, aptitudes, and values related to each job family discussed.
- In a role-playing session, one-fifth of the students should describe their new jobs as contract managers to friends

they meet on the street; another group, for fiscal management; and other groups should do the same for personnel and public information management.

TEACHER MANAGEMENT ACTIVITIES

- Invite a public service manager from each of the five job families to your class to discuss with the students their jobs.
- Utilize role-playing in personnel management. Have students role-play problems of staff job satisfactions, retirement, compensation inadequacy, and separation.
- Take the class on a walking field trip to neighborhood businesses to discover persons in the five job families.
- Have students write a paragraph on each job family. Allow them to present it to the class as if the writer represented an employer in that job family and was attempting to convince a high school class of its merits as an occupation.
- Divide students into four groups; group #1 to compare age requirements for the five job families; group #2, educational requirements; group #3, experience requirements; group #4, aptitudes and values. Each group should then report to class their findings.
- Take class to the library for review of some of the following resources:

RESOURCES

Government Budgeting, Jesse Burkhead, John Wiley and Sons, 1956.

Cost Accounting - A Managerial Emphasis, Charles T. Horngren, Prentice-Hall, 1962.

Dictionary of Occupational Titles, U.S. Department of Labor, Government Printing Office, 1965.

Encyclopedia of Careers and Vocational Guidance, J. G. Ferguson Publishing Co., 1967.

Handbook of Job Facts, James M. Murphy, Science Research Associates, 1963.

American Science Manpower, National Science Foundation, 1962.

Government Careers and the Community College, Andrew Korim, American Association of Junior Colleges, 1971.

Unit 6 Employment Prospects

INSTRUCTIONAL OBJECTIVES

1. Ability to define and explain the differences between a growing set of job opportunities and replacement job opportunities.
2. Ability to distinguish between federal, state, and local employment trends.
3. Ability to describe one job at each opportunity level (federal, state, and local) within each of the five job families discussed.
4. Ability to relate two statistics regarding one of the opportunity levels (federal, state, and/or local).

CONTENT

Within a framework of an overall increase of 25% in manpower requirements between 1964 and 1975, significant changes are expected in the rate of growth in individual industries. For example, almost all of the industries in the service-producing sector are expected to show substantial growth. By 1975, employment of professional and technical workers may increase by well over 40%. While increased numbers of professional positions become available, employment expansion for managers will proceed at an average rate throughout our economy.

Federal Level. Employment by the Federal Government has remained at much the same level over the past decade despite the expansion of many existing federal programs and the launching of new ones. Federal employment reflects the drive for greater economy and efficiency in government operations, provisions for state and local government implementation of much of the new federal legislation, and great advances in automatic data processing. Because of these developments, federal employment is expected to remain substantially stable in the foreseeable future.

The new jobs will be oriented for white-collar occupations - ten new jobs in this category for one of a clerical nature. Mathematics occupations will continue to grow, but those related to engineers, accountants, and medical occupations will show only small increases. An average growth of 20% is anticipated in the administrative area. More than a third of this growth will take place in the computer and management services, with engineering support services another major source of expansion.

Positions in environment control and protection work and those in consumer protection are of particular new interest in growing occupational fields related to public service management. Many of these positions will be in air and water quality control system management.

State and Local Level. State and local government employment has grown markedly in recent years, in response to a marked growth in population, and consequent expansion in education and other services. Over the last ten years, the number of state and local government employees has increased by 50%; this increase represents a significant number in the total of new jobs in our economy.

Many of these increases are due to the increasing complexity of urban living. Additional services in traffic control, police and fire protection, and enlarged sanitation services, account for part of this increase. Of all state and local employees, over half are employed in the field of education, while 11% are in health and hospital activities, 8% in highway activities, and 5% in police protection.

In the future, trends indicate that state and local government should increase by more than a fifth, and exceed the number of federal employees by a ratio of 4 to 1.

City governments, particularly, have manpower shortages, not only in growing fields (physicians, members of the health professions, technicians, and social workers) but also in new occupations, such as city manager and city planner.

STUDENT
LEARNING
ACTIVITIES

- Prepare a report on the prospects of management opportunities in the public service during the next decade.
- Represent a federal, state, or local personnel board and describe the existing job market to your class.

- Write persons from each jurisdiction (federal, state, and local), and invite a representative of each to appear at a class panel.

- Collect lists and descriptions of at least ten management level government jobs.

TEACHER MANAGEMENT ACTIVITIES

- Have each of five groups of students designate a job family. Each group should write a local, federal, and state personnel boards for a list and description of opportunities in that job family.

- Assist students in organizing a volunteer public service management project. This project may require several weeks or a concerted effort over a few days.

- Organize an advisory board of local public service management personnel from each of the five job families -- general, fiscal, contract, personnel, and public information management, and assign three students to each advisory board member. Students should visit and discuss job opportunities with the members of the advisory committee.

- Organize a public service management career day. Invite and offer a booth to each agency, where it may discuss its operation, and display its descriptive and educational material to students in the entire school.

RESOURCES

Occupational Outlook Handbook, Superintendent of Documents, U.S. Government Printing Office, Bulletin No. 1650, 1970-71.

Employment and Earnings, Bureau of Labor Statistics, U.S. Department of Labor, 1970.

"School Dropouts in Big Cities," School and Society, New York, 1964.

How to Structure Job Tasks for Training the Disadvantaged, National Service League, 1970.

Section 2

SOCIAL AND ECONOMIC SERVICES

Section 2

SOCIAL AND ECONOMIC SERVICES

Unit 1 Nature of the Field

INSTRUCTIONAL OBJECTIVES

1. Ability to identify at least five problems handled by social and/or economic agencies.
2. Ability to describe the major goals of social and/or economic agencies.
3. Ability to identify the major job families in social and economic services, as well as to describe the nature of the work for each.
4. Ability to describe the three "basic types" of social and economic agencies found in government today.

CONTENT

Social and Economic Services. The field of social and economic services has to do with society's attempt to find answers to such questions as:

- What will happen to a person and his family if for some reason he can't work?
- Suppose a person gets sick or too old to hold down a job?
- What if there are no jobs available?

Social and economic work is concerned with service to people as individuals, in groups, and in communities, with the goal of helping people to function effectively in today's world. Such work is usually performed in a social or economic agency, or in a social services department of an institution.

The provision of social services is the response of these agencies or departments to the requests for help of those people (usually called clients) who have certain problems that they feel they cannot solve or handle without assistance. The clients do not usually pay for these services. Instead, the need for services has been recognized by the community and financed primarily through taxes or, less frequently, through private donations.

Social and economic agencies offer concrete or "bread-and-butter" services, such as money or housing; they also provide aid in the form of counseling. Actually, the two types of services are seldom entirely separate. For example, people often need considerable counseling when they apply for financial aid to a Department of Public Assistance, because they feel defeated, discouraged, or ashamed. A worker's primary task may be to help them prove their eligibility for assistance -- that they meet the various regulations that are required of recipients. But the worker can also, by what he says, by the warmth he shows, and by his interest in the client as an individual, help him to feel better about himself and his problems.

Major Job Families. Social and economic services incorporate the four major job families of counseling, assistance, rehabilitation, and employment.

These job families are concerned with increasing opportunities for social and economic betterment among the disadvantaged, underemployed, and unemployed.

Problems Handled by Social/Economic Agencies. There are many types of problems for which clients seek social and/or economic service; however, some of the most common types of problems handled by such agencies are included in these categories:

Housing problems, including apartment seeking; eviction or threatened eviction; homelessness; overcrowding; high rent; and vermin or other unsanitary conditions.

Economic problems, including insufficient income; debts; garnishment; budgeting and money management.

Employment problems, including entry into job market; vocational or job training; employment barriers, including physical handicaps, emotional illness, retardation, prison background, or drug abuse history.

Practical-personal problems, including physical or mental health; physical handicaps; family planning; child care; school adjustment; out-of-wedlock pregnancy; police action; probation; or parole.

Grouping of Problems. These various problem types are frequently encountered as a group of related problems in a single individual. A breadwinner whose major problem is severe illness may also lose his job, which will probably cause financial problems. He may, as a result of his inability to support his family, become severely discouraged and depressed. His marital relationship may suffer, and the stability of his home may be threatened. Some of his children, upset by the changes in home life, may begin to have problems at school, such as truancy or academic failure. Thus a tragic chain of circumstances creates great stress in the individual.

Problems such as these have to be considered in relation to such general social conditions as the availability of employment, racial and ethnic discrimination, or the quality of education. The lack of a high school diploma, for example, may or may not be a problem, depending upon the availability and requirements of jobs in the community. In the past, much unskilled work was available for persons with little education, but now greater skills and more education are required for many jobs.

Understanding a Problem. This involves knowing how most people tend to handle the type of situation involved, or what is considered "normal" or customary behavior under the circumstances. Even if a person respects the right of others to be different providing they do no harm to others, this difference or deviance from the normal sometimes becomes a problem because of the community view of such behavior. For example, the behavior of newcomers from rural areas may differ from the behavior of the majority of city dwellers. It is important for workers in the social and economic services to recognize that behavior which is considered normal among the group they serve, and to help clients handle those problems resulting from the differences between their customary behavior and that which the community expects.

Goals of Social and Economic Services. Discussion of an agency's goals or purposes usually has reference to the reasons for its establishment, or the goals that have been developed during its years of service. For example, some settlement houses may have been founded to help European immigrants adjust to American life; now that the former newcomers and their children have moved out of the neighborhoods where the settlements are located, the facilities are faced with either moving with them or serving new residents of the neighborhood. Because times have changed and the new groups have had different prior experience records, the settlement houses have to develop new goals if they are to now provide adequate help. Even if the facilities move with the older groups, their goals would change because their former clients have also changed. Sometimes an agency continues to hold onto its old aims when they are no longer suited to present-day problems in the community.

Agencies usually have long-range as well as immediate goals. As an instance, a public assistance agency has as its immediate goal the provision of financial help for people who would otherwise be without income; but its long-range goal may be to help the clients become self-supporting. Sometimes these short- and long-term goals may be in conflict because allowances are so low and receiving them is so humiliating that people's health and self-respect suffer, and they have little incentive to seek work. As a result, they become less capable of the independence and self-support that is the goal of the agency. Most professional people in social and economic work agree, however, that both long- and short-run goals can best be served by generous allowances offered in a spirit of respect and trust for the applicants.

Public Agencies. Most workers in social and economic services are employed in public social agencies which were established either by city, state, or local governments, or as a result of some legislation. Although the staff has considerable leeway for making decisions concerning the everyday administration of programs, the overall goals and policies are set by the laws that established public agencies.

Antipoverty Agencies. Our recent increased awareness of the needs of the poor and of their right to have a voice in our society has led to antipoverty legislation and to new agencies established with money authorized under these laws. Most funds have been granted by the Federal Government to newly formed local groups rather than to established public or voluntary agencies. Often there is a requirement that the state and local governments contribute some financial or other support, but they, too, have often granted money directly to the new agencies rather than setting up duplicate public agencies in the community. These new agencies have not been operated under civil service regulations. Much of their initial flexibility was related to their newness, but in some cases, they have already begun to become rigid and divorced from the clients and those problems they were meant to solve. Sometimes another criticism has been made about these agencies -- that their lack of strict regulations has led to an unprofessional approach to services.

Voluntary or Private Agencies. Voluntary agencies came into existence as a result of the concern of private citizens about certain social problems or about problems that could not be met by existent public agencies. Many voluntary agencies were created before the public agencies, although their focus was often changed when the government assumed major responsibility for the problems they had been designed to meet.

While they have at least some support from private contributions, most also receive some government funds. Private agencies must meet public standards in programs for which they get public money, but the voluntary agencies are free to choose whom they want to serve and have greater flexibility in hiring staff. This leeway can mean that the private agencies are able to help some persons who would otherwise not be served, but it can also mean that these agencies are able to ignore those they do not wish to serve.

STUDENT LEARNING ACTIVITIES

- Visit a local social service agency, and meet with paraprofessional and professional staff. Observe typical problems dealt with by these agencies.
- Discuss in large group the number and type of agencies serving the local community.
- Write a short summary on the activities observed during field trips.
- Compile a community resource file as a group project. Utilize the information collected during field trips.
- View film *The Captive*, which presents the effects of unemployment on the people of Appalachia.
- View film *Portrait of the Inner City* which examines the streets, schools, and living quarters of the inner city slums.

TEACHER MANAGEMENT ACTIVITIES

- Divide class into three groups and assist each group to report on a particular type of social or economic agency.
- Arrange for students to visit a local social or economic service agency to meet staff as well as to observe workers performing different duties.

- Organize and lead discussion on general operation of social welfare agencies in our society.

- Organize a discussion on the major job families in social and economic services. Discuss in detail the "interrelated" nature of the job families.

RESOURCES

The Captive, United Presbyterian Church Film District, Department of Supporting Services, (Film, 28 minutes, color, free loan) 1964.

Citizens Without Work, E. W. Bakke, Yale University Press, 1940.

Slums and Social Insecurity, U. S. Government Printing Office, 1967.

The Economics of Poverty: An American Paradox, B. A. Weisbrod (editor), Prentice-Hall, 1965.

Culture Class and Poverty, Lewis Hylan, Crosstell, 1966.

Dark Ghetto, Kenneth Clark, Harper and Row, 1965.

Using Teams to Deliver Social Services, (Manpower Monograph No. 1), Robert L. Baker and Thomas L. Briggs, Syracuse University Press, 1969.

Analyzing Social Work Practice by Fields, Harriett M. Bartlett, National Association of Social Workers, 1961.

Poorhouse State: The American Way of Life on Public Assistance, Richard M. Elman, Delta Bell, 1968.

"Past and Present Motifs in Social Work," F. C. Paschall and L. P. Sullivan, Social Caseworker, October 1961.

Unit 2 Early Influences on Social and Economic Services in America

INSTRUCTIONAL OBJECTIVES

1. Ability to identify several beliefs or practices common to England in the 1600's and America in the 1700's which influence our present social welfare system.

2. Ability to discuss the major components of the English poor laws.

3. Ability to identify at least three discernible "eras of thought" concerning social and economic services in America.

CONTENT

English Influences. Many of our beliefs and ways of doing things in the field of social welfare have roots in the distant past, primarily in the British Isles. It is partly because they were developed in times and in societies different from our own that these beliefs and attitudes are difficult to change. The influence of the past can be seen today in the manner in which we help people in trouble. The thinking and practices that led to the English Poor Laws of the early 1600's were brought across the ocean by the first settlers. Despite great differences in our present way of life from that of the early settlers, the same kinds of thinking still exist and can be identified.

As long as people lived off the land (that is, before a money and market economy developed), the kinds of problems they faced were quite different from the ones we face today. Almost everyone, including children and the aged, could be useful on the farm. When help was needed by the poor, charity was provided by the Church. There was no shame attached to receiving such aid, and it was considered a good deed to contribute to charity. To some extent, the lack of shame in accepting charity was due to the fact that almost everyone was poor, and perhaps only one step ahead of starvation. Epidemics, drought, or famine affected everyone.

As it became clear that more profits could be made by grazing sheep than by farming, landowners began to evict people from the land that they had worked for years. Farm land became pasture and many farmers became wanderers. Towns and industries had not yet grown enough to provide work for many people. What was to happen to the ex-farmers? They didn't care for the idea of working for someone else after they had shared the use of the land for so long. Some searched for work at decent wages; very few found it. Many people hid out in the forests and moors, or became beggars, thieves, or vagabonds.

The English government decided that something had to be done to make people work. This idea that people will not work unless they are forced to do so still affects our thinking and is expressed quite openly much of the time. Between the years 1350 and 1600, laws, regulations, and decrees such as these were used to force people to work:

- Anyone giving money to beggars would be fined;
- Able-bodied men might be whipped, branded with a hot iron, have an ear cut off, or even hanged if they refused to work;
- Children could be forcibly taken from their parents to become apprentices;
- Work might be made available by supplying wool or flax to be woven at home, and if a person refused this work, he could be sent to a "House of Correction."

As time went on, it was recognized that the sick, the aged, and other disabled poor persons needed special consideration. Thus the laws came to reflect both a harsh attitude to force people to work, and a more lenient attitude toward those who were physically unable to work.

English Poor Laws. The famous Poor Laws of 1601 reflected both these attitudes. In giving aid to the disabled, the government was afraid that if living on charity became too pleasant, people might prefer not to work at all, and might even make themselves disabled. Even today there exists much confusion concerning the intent of welfare policies for the able and disabled.

The Poor Laws are important to us because they have guided social and economic practices in England and in the United States for more than 350 years. They contained the following:

Compulsory taxation - Under the Poor Laws, compulsory taxation, instead of voluntary contributions, was used to raise money to help the needy. Another major change was that "charity" was now administered by the government rather than the Church. The government appointed representatives in each parish or county to operate this program; they were known as "Overseers of the Poor."

Able-bodied and disabled people - As noted, the Poor Laws provided for different kinds of treatment for the able-bodied and the disabled. Authorities were given the power to help the blind, the lame, and others unable to work, and to build "convenient houses of habitation" for them; these came to be known as "Almshouses" or "Poorhouses." Work was provided for the able-bodied, and idlers were subject to punishment. Children could be taken from their parents and made to work for someone else as an apprentice or an indentured servant.

Relatives' responsibility - Children, parents, and grandparents were all declared responsible for each other. Before a person could turn to the government for help, he was forced to seek support from those relatives who were required by law to aid him.

Laws of Settlement - The Law of Settlement was added to the Poor Laws about 60 years after they were enacted (about 1660). Local residents would not support newcomers who might have come to their town only to obtain relief. So it was decided that a person had to live in a community a certain length of time before he became eligible for assistance. But since it was difficult to predict who might later become dependent, the newcomer had to prove he could become self-supporting. If he couldn't prove this, he was denied the right to live there. Because of this ruling, groups of people were being escorted all across England for long periods of time looking for a community which would take them in.

American Beginnings. The health and welfare pattern of social services that developed in the American colonies was largely modeled after the English Poor Laws, with some differences due to the special conditions of the frontier. The pattern was a makeshift one since each colony developed its own regulations. In most cases, anyone needing help was considered a "pauper" regardless of the cause of his condition. Paupers included the sick, the handicapped, the aged, widows with young children, orphans, and the mentally ill, as well as the able-bodied poor.

Colonial Period. The principle of local responsibility evolved in America during the Colonial Period. During that time local or town governments controlled many community affairs. They determined the prices of articles for sale, the kinds of handicrafts that the town needed, and the rules for apprenticeship; they also organized the defense against enemy attack. It was logical that local governments would also be responsible for the care of the poor. However, they were principally concerned with preventing people who might become dependent from taking up residence in the town, thereby becoming eligible for relief. Those who could not prove that they would not become dependent upon the town, were kept out, and both men and women were subject to public whippings if they returned, once warned away. In this way the towns kept down the number of poor under their jurisdiction, and consequently the costs of relief.

When relief was given, it was usually dispensed to those who were living in their own homes rather than in institutions, the so-called "Outdoor Relief." When people were given help in an institution such as a poorhouse, it was "Indoor Relief." Outdoor Relief took several forms:

Boarding out - A well-to-do person in the community was paid by the town to provide room and board to a person in his home.

Auction - Orphans, neglected children, the disabled, the senile, the feebleminded, and the insane were "sold" at public auction to those bidders willing to undertake support at the lowest cost to the community. These bidders, as you might imagine, were not very charitable -- they usually tried to get the most amount of work out of the poor at the lowest possible cost.

Contract - A citizen agreed to take care of a certain number of paupers at a fixed price per head which was paid by the town. The paupers were put to work by the contractor, who was interested only in getting the most amount of labor for the least amount of expenditure.

Apprenticeship - Dependent children were apprenticed or "bound out" until they reached the age of 21. Their guardians were supposed to treat them well and to teach them to read and write, but apprentices frequently complained of abuses, cruelty, and little opportunity for education.

Welfare practices were even harsher after the American Revolution than during the Colonial Period. Communities usually aided the poor in four ways by the 1820's: Almshouse relief; Home relief; and the "Contract" and "Auction Systems," as described above.

The Rise of Institutional Relief. The first Almshouse (or Poorhouse) was built in Massachusetts in 1662. While it was to become an important part of the American social welfare scene, this institution was rare in Colonial times. About twenty years after the first Almshouse appeared, the inmates were provided with work and the Almshouse became a Workhouse.

The Almshouse was for all categories of dependents -- the able-bodied, the disabled, children, the aged, the mentally ill, the physically handicapped, and the criminal. Because few distinctions were drawn among the inmates, the Almshouse was regarded as mixed or undifferentiated. The idea that there should be Almshouses for the helpless, Workhouses for the able-bodied, and Houses of Correction for the criminals was suggested, but never put into practice during Colonial times.

In 1823, a state legislative committee reported that "the poor when farmed out, or sold, are frequently treated with barbarity and neglect by their keepers." However, this kind of indictment did not stimulate the use of the Almshouse as the major source of public relief until later.

Manufacturing and commerce were growing rapidly in the U.S. during the early nineteenth century. Canals and railroads were being built. Steam-driven machinery was replacing the old handicraft system of making products. The factory system, with its need for cheap and seasonal labor, began to dominate the economy, offering the working people low wages, long hours, and periodic depressions. In earlier times, a person was self-reliant as long as he was able-bodied, since he could subsist on the crops he grew or the proceeds from the sale or barter of handicrafts. But, as a wage earner or employee, he could only take care of himself when there was a job at decent wages.

State Responsibility for Social Welfare. After the Civil War, state governments began to assume a more direct role in welfare matters. This followed from the fact that more money was being provided by the state to local as well as to private agencies. Since the state provided the money, it had a right to know how these funds were being spent. At first, semi-official groups of volunteers represented the states in these matters, but these gave way to state Boards of Charity and state Commissioners of Charities. These boards finally became Boards of Public Welfare.

The rise of state supervision revealed some of the deplorable conditions that existed in public institutions. For example, a law was passed in 1875 in New York as a result of the findings of investigative committees. That law required the removal of healthy children between the ages of three and sixteen from poorhouses. Later this requirement was extended to include children of all ages. This type of action eventually led to the placement of children with families and the development of special institutions for dependent children.

Specialized institutions were developed to care for the insane, the epileptics, the feebleminded, and others. While the trend was toward greater use of specialized institutions, all the states did not move at the same speed. As one would expect, differences in resources, in population, and in political climate affected the rate at which a state moved toward more humane treatment of its various groups of state dependents. By 1897, 16 states had boards engaged in setting standards, supervising local institutions, managing some institutions themselves, and raising funds.

At the turn of the century, several states began to enact legislation to provide assistance in their own homes to persons considered especially needy or "deserving." Persons in that category were the blind, widowed mothers of dependent children, and by the 1920's, the aged. While these state programs represented a step forward, only a few states began such programs. State funds merely supplemented local fund raising and programs, and initiative for the programs rested with the locality responsible for their administration.

The Reform Era. The Reform Era of the early 1900's marked a change in the thinking and attitudes of many Americans about a number of important social questions. While no problems were really "solved" in that era, some new steps were taken which were unfortunately halted with the outbreak of World War I. By 1900, the U.S. had taken its place as one of the leading industrial nations of the world. The nation of farms was fast becoming a nation of factories, cities, railroads, and corporations, and there were more than a few millionaires. The new millionaires, the masters of the great corporations, or captains of industry as they were called, were replacing the old merchants, the small manufacturers, and the respected leaders of the past -- lawyers, professors, and ministers. But a new coalition, consisting of members of the urban middle class, the trade unions, and discontented farmers, protested against social ills and demanded certain changes. They wanted to put a brake on the monopolies and the huge corporations that were dominating society.

The federal government passed laws regulating monopolies, and instituted suits against them, set up banking controls, and fostered laws for the inspection of food and drugs. Some states limited the hours of work for women and children in certain occupations, fixed utility rates, wrote housing codes, demanded safer and more sanitary conditions in manufacturing, etc. This government activity meant that the doctrine of laissez-faire had lost some of its former influence. Social reform became the order of the day. And there seemed to be a desire to create an environment dedicated to the service of mankind.

A reappraisal of the causes of poverty was part of the social outlook of the humanitarians, progressives, and reformers. As suggested, the main concern of nineteenth-century charity was the reform of the individual pauper, rather than the eradication of poverty. Poverty had been regarded as good "medicine," and a necessary spur to the less ambitious in society. During the Reform Era, however, people challenged the old ideas of poverty and began to view it as an evil -- a destructive condition that prevented rather than encouraged men to reach their potential. Those living in poverty, it was thought, might at a time of particular hardship or crisis slip down the ladder into pauperism.

The Depression. Following the stock market crash in October 1929, businesses began to fail, unemployment mounted rapidly, and a downward economic spiral was set in motion. In 1932 and 1933, about thirty percent of the labor force was unemployed. White and blue collar workers were searching desperately for nonexistent jobs.

Matters were no better in rural areas. Daily foreclosures of mortgages and auctions on farms finally resulted in mobs of angry armed farmers attending foreclosure proceedings in order to discourage prospective buyers from purchasing their land.

In the 1900's, Poor Law practices and concepts still dominated the social welfare scene in the U.S. There were some exceptions, such as mother's aid, workman's compensation, and in a few states, pensions for the aged and the blind.

Consequently, when the Depression of 1929 hit the country, the U.S. had a public assistance program still grounded in the law and social philosophy of the Poor Laws of 1601.

It would seem that faith in individualism and the economic system would be shattered by such a profound crisis. Despite the need for drastic measures to create jobs, relieve suffering, and start industry moving, very little was done between 1929 and 1933. It was argued that the country had always managed without serious government intervention before. However, the tragedy and anguish occasioned by the onset of the Depression was so calamitous that the situation demanded drastic revisions in the relation of society to the poor and the needy.

Thus the stage was set for the introduction of new and far-reaching changes in the concepts of social service, as will be discussed in Unit 3, following.

STUDENT LEARNING ACTIVITIES

- Define in a sentence or two these terms in relation to social and economic services: relatives' responsibility, apprenticeship, indoor relief, and outdoor relief.
- Discuss in small groups the influences the English had on social and economic services in America during the Colonial period.
- Conduct a survey with workers in social and economic services as to the relationships between the English Poor Laws and current practices in social and economic services.
- Complete a research assignment tracing the "historical periods" of a specific social welfare institution in the community.
- Identify a major problem confronting social welfare reformers in the 1800's and discuss with others in class whether this problem still exists today.

TEACHER MANAGEMENT ACTIVITIES

- Invite a guest speaker to lecture or lead discussion concerning historical influences on our social welfare system.
- Have students discuss the "English Poor Laws" and their ramifications.
- Provide guidance to students while they complete research papers.
- Have students discuss different types of "indoor" and "outdoor" relief and the purposes they served.
- Have students form groups and discuss advantages and disadvantages of state support of social and economic services.

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Unit 3 Contemporary Concepts Dominating the Social and Economic Services

INSTRUCTIONAL OBJECTIVES

1. Ability to explain in own words the general nature of "New Deal" programs.
2. Ability to contrast the difference between social/economic services as a benefit or a right.
3. Ability to explain the difference between social welfare and social insurance.
4. Ability to name the major components of social security.

CONTENT

The New Deal. Franklin D. Roosevelt, who took office in 1933, was less hemmed in by beliefs of individualism and laissez-faire than his predecessor. Trial and error, innovation, and experimentation became F.D.R.'s hallmark. Roosevelt instituted many progressive programs, which became known as the New Deal. These include:

FERA - The Federal Emergency Relief Act of 1933 (F.E.R.A.) channeled money into the states for unemployment relief, and few claimed that the unemployed were themselves responsible for their condition. Up to this point, relief had been dispensed primarily by voluntary agencies, but the gravity of the problem completely exceeded the resources and capabilities of nongovernment agencies. Now relief money had to be spent by public rather than voluntary agencies.

Youth Programs - Special programs were established for unemployed youth. The Civilian Conservation Corps (CCC) provided camps where young people worked on reforestation and other conservation activities for food, board, and $30.00 per month.

The National Youth Association provided part-time jobs for students and others in schools, parks, playgrounds, and libraries.

Work Programs - One dramatic change by the government was the establishment of the Civil Works Administration, which was "to provide work and wages for four million workers, half from the relief rolls, and half from the unemployed not yet on relief." This program was pushed through Congress as an emergency measure because the usual procedures of setting up work projects were too slow. It ended after a short time because it was deemed too radical and too costly. However, the idea of work relief, as opposed to ordinary public works, had taken hold. The Works Projects Administration (WPA), successor to the CWA, lasted from 1935 to 1943. Federal grants to states and localities amounted to approximately nine billion dollars during the lifetime of the WPA. Work was made available to technical, professional, and white collar workers, and to the unskilled. It is estimated that work was provided for more than three and one half million employables on the relief rolls.

The Social Security Act. The New Deal programs were phased out as business activities and employment increased with the onset of World War II. But the Social Security Act, passed in 1935 and amended many times since, has become the cornerstone of the American social welfare system. The Social Security Act was a social invention new to the U.S., because the heart of the Act was "social insurance." There were innovations in public-assistance provisions (chiefly, the introduction of federal grants to the states and localities for categories of dependents), but the social insurance measures represented a new method of financing income maintenance and added a new group of assistance beneficiaries.

Social Insurance. Social insurance is contributory insurance, either of work, money, or both. That is, employers and/or employees pay taxes into a special trust fund administered by the federal government. After a certain number of payments, or time worked, a person is considered insured. Once insured, that person and his dependents are entitled to certain benefits. The insurance programs, prior to the passage of the medical care amendments, were called Old Age, Survivors, and Disability Insurance (OASDI) and Unemployment Insurance (UI). As the name of OASDI suggests, people at a certain age are entitled to benefits, or if the insured should die, his dependents receive the benefits. If the insured should become permanently disabled, he is also entitled to benefits. Under UI, if the insured becomes unemployed, he is entitled to unemployment compensation.

Benefits Versus Rights. An essential difference between social insurance and public assistance is that the social insurance law states the exact conditions of eligibility and the amount and nature of the benefit. This rules out any administrative discretion; that is, government workers or departments cannot exercise judgment as to whether the "claimant" is worthy or unworthy. The recipient is called a "claimant" in social insurance proceedings, not an "applicant," as in public assistance. His benefits are his by right or entitlement. The regulations and benefit tables are published and accessible to the public.

Applicants for public assistance have always had to answer all sorts of questions about their family, property, savings, etc., in order to become eligible for financial help. This proof of financial need is called the "means test." Applicants have resented the means test as petty, humiliating, and intrusion on privacy. In social insurance there is no means test, because benefits are paid regardless of need. There is no extensive personal investigation, merely verification of one's age, disability, employment status, or relationship to the insured.

American traditions made law-makers more receptive to the idea of insurance rather than assistance. First, the insurance, as passed, was the result of or related to employment. Those not in a position to contribute by money or work to the insurance fund would not be covered or insured. Secondly, private insurance was also acceptable, and despite the differences between private and social insurance, the analogy to private insurance helped to gain conservative support for the bill.

Old Age, Survivors, and Disability Insurance (OASDI). It is not always easy to determine whether or not a person or a family is entitled to OASDI benefits. For that reason, it is probably wise for persons who think they have a claim to get advice at the Social Security Office nearest them. Under certain conditions all of the following are entitled to benefits: retired workers, age 62 and over; disabled workers of any age; wives of workers entitled to retirement or disability benefits; unmarried dependents or deceased or disabled workers; widows or divorced wives of deceased workers; dependent widowers, aged 62 or over, of deceased workers; dependent parents, aged 62 or over, of deceased workers; no entitlement necessary for anyone over 72.

Furthermore, a lump-sum death payment may be made to the widow or widower if she (or he) is living with the insured worker at the worker's death.

Unemployment Insurance. The other social insurance established by the Social Security Act was Unemployment Insurance (UI). We have mentioned above several other methods that society has utilized to combat unemployment: charity, public relief, and public work programs. Unemployment Insurance is a different approach from the other relief measures. A worker, under certain conditions, is insured against the loss of his job. If he loses his job, he is entitled to receive cash payments for a certain number of weeks to tide him over until he finds a new job.

Administration - Under the Federal Social Security Act, state governments are compelled to set up unemployment insurance programs. UI is a state-administered program, in contrast to OASDI, which is administered directly by the Federal Social Security Administration. State employment agencies handle benefit claims of the unemployed, and also try to place these workers in new jobs. Benefits vary from state to state, and maximum and minimum payments are established by state laws. The general aim of the state programs is to provide benefits to the unemployed worker that are equal to 50% of his former weekly wages. Benefits can be received, in most states, for a maximum period of 26 weeks.

Employer Support - Workers, under the UI Program, do not pay taxes to the unemployment insurance funds. The employer contributes the total amount through a payroll tax. There are different ways of computing this tax in the various state programs.

Coverage - Everyone who is employed is not necessarily covered by unemployment insurance. UI does not cover agricultural laborers, domestics, employees of state and local governments, casual workers (not steady), and employees of nonprofit agencies. However, some states have made separate provisions for state workers, a few for domestics, etc. If a person works for a firm that employs four or more workers at least one day a week for 20 weeks a year, he is probably covered. To be eligible for benefits under UI, a covered worker must not have left the job voluntarily (quit), or must not have been fired for misconduct; he must not be unemployed as a result of a strike or labor dispute; and he must not have refused an offer of "suitable employment." Persons seeking unemployment insurance must register for work at a public employment office. Benefits are not granted automatically. The worker must file a claim that must be approved before benefits are paid. There is a waiting period of one or two weeks while the claim is checked.

Social Insurance and Poverty. While the invention of social insurance represented real progress, critics have continually pointed to weaknesses in the programs. The real poor -- those who have been unable to hold down a steady job -- may not be covered by social insurance. In the social insurance programs the steady, regularly employed workers benefit most. The benefits are wage-related; that is, the benefits received either in retirement or when unemployed are directly related to the work income earned.

The level of benefits, regardless of workers' earnings, is often criticized as being too low. Many people receiving Social Security payments have to apply for public assistance to supplement the small monthly Social Security check.

Once again, the very poor are usually not the beneficiaries. While the check may supply extra income for the more well-to-do retired or disabled worker, it is not enough real income for the poorer worker who needs it for total support. In the case of unemployment insurance, many workers are not covered at all, and the payments are sometimes well below 50% of wages earned.

And if there is serious trouble in the economy -- a recession or depression -- the 26-week period is not long enough.

Another criticism of social insurance is the question of who really foots the bills. Some feel that employers merely shift the burden of their taxes to the consumers by raising their prices.

STUDENT LEARNING ACTIVITIES

- Write a short report comparing the difference between social services and a "client's" rights.
- Define the following: OASDI, WPA, CWA, UI, and FERA.
- Meet with a field representative of the Social Security Administration and discuss the current social and economic work this agency performs.
- Clip from local paper items relating to contemporary concepts of social welfare and share them with the class.
- Discuss in class the different components of social insurance found in the local community.

TEACHER MANAGEMENT ACTIVITIES

- Arrange debate regarding "New Deal" programs. Divide the class into two groups with one group opposing and the other advocating New Deal programs.
- Arrange for a speaker from the Social Security Administration who is knowledgeable about contemporary concepts

in social or economic welfare.

- Organize students into panels which can research and discuss specific concepts of social and economic welfare.

RESOURCES

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Unit 4 Governmental Attempts to Change Social Conditions

INSTRUCTIONAL OBJECTIVES

1. Ability to identify and analyze the reasons implicit in governmental attempts to change social conditions.
2. Ability to identify and distinguish between the major pieces of federal legislation affecting social and economic services.
3. Ability to identify and describe several of the major federally supported anti-poverty programs.
4. Ability to discuss the concept of the new federalism and how local government can benefit.

CONTENT

Crises In Urban Living. During the 19th century, numerous critics described the shocking conditions that existed in certain cities. While there has been some improvement -- public sanitation and building codes, for example -- the conditions in the run-down or slum areas of our cities have much in common with those described by the 19th century critics. The creation of the Federal Department of Housing and Urban Development (HUD) reflects increasing governmental concern over the problems of the city slums.

Housing in city slums - Slum housing is often run-down and overcrowded. In today's cities, in contrast to the past, there may be large, low-cost housing projects together with older, deteriorated housing. In addition to overcrowding, which some observers consider less severe than seventy years ago, slum housing may also have such unhealthful conditions as falling plaster, rats, lack of paint, faulty plumbing, unlit halls and stairways, the odor of decay and garbage, and many other building-code violations. In slum housing, fires are a great hazard. There are greater losses of life, more injuries from fires, and higher incidences of property damage in the slums than in other parts of the city or in the suburbs.

Social problems in city slums - There are more welfare cases, higher rates of crime and illness, more broken families, and more incidences of moving in and out of the slums than there are in higher-income neighborhoods. Some of the moving is the result of urban renewal programs, which have torn down slum housing and often replaced it with middle- or upper-income housing, or nonresidential buildings -- thus reducing the total number of housing units available to poor families. Part of the moving into slum areas is the result of in-migration -- the mass migration from depressed areas of the United States, such as the South or Puerto Rico -- to urban industrial centers, where greater opportunities are thought to exist.

Minority groups in city slums - Today the slums of the inner cities are populated very heavily by minority groups, although it is important to remember that even in urban areas, the majority of the poor are white. Negroes, Puerto Ricans, and Mexican-Americans do, however, inhabit slums in large numbers, especially in relation to their percentage of the total population. In previous generations, the tide of immigration carried Irish, Germans, Jews, Italians, Slavs, and other groups into the same slums. Some remnants of these older ethnic groups are still found in some of the slums. Except for Negroes, who have been in this country longer than most other ethnic groups, many minority group members have a language problem that makes their adjustment more difficult. When minority group members venture out of their neighborhoods for jobs or housing, there is considerable likelihood that they will meet discrimination -- one reason why they are more frequently confined to their neighborhoods than other city dwellers.

Community services in city slums - Although the slum neighborhood needs the best in community and social services, chances are (in the typical area) that services are inadequate. Garbage is often not picked up regularly; streets are infrequently cleaned; policemen are hard to find; schools are often old, overcrowded, and poorly staffed. Thus, efforts are needed not only to help individuals one by one, but to develop better neighborhoods and communities. This in turn means fostering community participation and building strong organizations of neighborhood residents that can take action, exert pressure, and, hopefully, improve conditions.

The New Federalism. The crises in the urban and rural areas, the existence of poverty in the midst of plenty, the lack of opportunity for disadvantaged youth, and continuing inequalities and discriminatory practices against members of minority groups have led to an upsurge of social protest in recent years. This outcry, as voiced by the Civil Rights Movement, is one of the important reasons for an increased activity by the federal government on behalf of the poor and the disadvantaged. The increased activity of the federal government in combating social problems has been referred to as the "New Federalism."

There are important reasons for increased federal activity. First, the national government is the only branch of government with sufficient resources (taxing power) to finance wide-scale programs.

Furthermore, there is increasing recognition that social problems, including the problems of the cities, are national ones. For example, many large cities are supporting more and more people on welfare. Many of the recipients are newcomers to the cities who have been forced off the land as a result of the mechanization of Southern agriculture; or they are Puerto Ricans unable to find suitable employment on the island. Certainly, it is unfair to saddle the cities to which they migrate with the responsibility for solving social problems and problems of adjustment that newcomers are bound to have.

In addition, the national economy profits from, and depends upon, the residential mobility of the labor force, and should be expected to assume responsibilities for some of the problems and dislocations caused by migration. Increasing federal action does not mean that localities are not involved. An examination of the new programs indicates a complex mixture of participation by all levels of government.

Anti-Poverty Efforts. The phrase, "Economic Opportunity," used to characterize many anti-poverty programs, is the name of the 1964 Act that is the federal government's major and most highly publicized anti-poverty effort. While many kinds of efforts, including preschool education, are relevant to economic opportunity, job training and employment are the most important parts of many of the anti-poverty programs. It is the purpose of most of these programs to make the disadvantaged more employable by supplying them with educational and vocational training for jobs that do exist. But it is not at all clear that the disadvantaged can be trained to fill the jobs that are available -- largely white-collar work requiring more formal education than most poor people can easily or quickly acquire. Employment following graduation from any of these training programs has by no means been automatic. A number of the economic opportunity programs provided for by federal legislation are discussed below. These programs are by no means a substitute for the employment agencies, vocational counseling services, and other established programs to aid job seekers and prospective workers.

Manpower Training - The Manpower Development and Training Act (MDTA) is administered by the various state employment services to provide classroom and on-the-job training for semiskilled, skilled, office, and professional jobs. Public agencies and schools do most of the training, but private industry, unions, and other groups can also do it. Most MDTA programs include basic education as well as training on how to get a job and keep it. The classroom program is usually set up as a "multi-occupational" project where unemployed or underemployed people receive training in a wide range of jobs and levels of skill.

After such broad training, a trainee then chooses which specific job he wants to train for. Some of the more popular courses have been welding, nursing, stenography, and office work. The on-the-job training programs usually do not supply basic education, but instead teach people how to do a job by actually having them work at it, starting with basic aspects of the job and then moving step-by-step toward doing the whole job. A few programs have combined classroom and on-the-job training elements.

MDTA is designed to give priority to unemployed family heads, although one-fourth of the openings are typically available to youths between the ages of 17 and 22 who have never worked before. Unemployed adults receive up to $10 more than their unemployment insurance would be. The young people in the program are paid less. An MDTA training period may last up to 72 weeks, but most run between 20 and 24 weeks.

Job Corps - The Job Corps was created under Title I of the Economic Opportunity Act. The Job Corps has been a highly publicized anti-poverty program open to unemployed youth between the ages of 15 and 22 who have dropped out of schools, who have graduated but cannot find or hold a job, who don't have skills that are in demand, or who cannot pass education tests for army entrance.

Training is done by large private industries, colleges, states, nonprofit private groups, and federal conservation centers. Both basic education and skill training are offered.

The Job Corps, although it teaches urban employment skills as well as conservation skills, resembles the Civilian Conservation Corps of the 1930's in its offer of residential training. Trainees receive food, board, medical care, and a small living allowance; and, when they leave, $50 for each month they were in training. Training is full-time since a person is always near his teachers and fellow students, and he is away from the noise, overcrowding, and perhaps, family troubles at home. However, many youths get lonely and/or find it difficult to reenter their usual family and social life after they leave the Corps. Whether youth are really prepared for jobs that are, and will continue to be, in demand has been continually asked about the Job Corps program.

The Job Corps has been highly criticized. Accordingly, it has undergone a series of governmental cutbacks in funds during the past few years.

Neighborhood Youth Corps - This program has two parts. It gives students jobs so they can stay in school and it provides work experience to young people who are out of school. Like the Job Corps, it is a part of Title I of the Economic Opportunity Act. Youths between 15 and 22 are eligible. They may work for state or local governments, private nonprofit agencies, including unions, and community action agencies. The work they do must in some way be a service to the public, preferably in jobs that will help poor people.

The Corps is administered by the Manpower Administration of the U.S. Department of Labor, and has four general types of projects: those in which students may work up to 15 hours a week while going to school full-time; those in which unemployed young people not in school may work up to 32 hours a week for up to two years; those in which unemployed youths going to school part-time may work up to 32 hours a week; and summer projects for students who may work up to 32 hours a week for six to eight weeks. All youths receive at least $1.25 an hour. Most projects include basic education, job training, and counseling.

Economic Opportunity Loans - The EOL program was created by Title V of the Economic Opportunity Act. It is operated by the Small Business Administration, and provides for lending money to low-income people so they can expand or start a small business in a poverty area. In addition to the loans, people may receive training and technical assistance. These loans can only be for profit-making businesses; cooperatives and nonprofit organizations are not eligible.

Work Experience - The aim of this program is to give unemployed and low-income adults work experiences so that they will earn money and improve their chances of getting a regular job. Any adult on public assistance and parents of dependent children who are poor but don't qualify for AFDC can get this training. State public welfare agencies operate the work experience programs or designate nonprofit private organizations to operate them.

Little formal training is given; it is felt that many people need to learn good work habits before they get regular jobs, and so the program provides one or two years of paid work in public services. Projects usually provide personal counseling, special medical care, and other social services, such as day care for the children. A few projects offer basic education, skill training, and job placement.

Operation Mainstream - This is primarily a work experience program in small towns and rural areas for long-term unemployed persons whose income is below the poverty level. Although anyone over 22 years of age can enroll, most people are over 45. Mainstream programs can be run by community action agencies, private nonprofit agencies, and state and local public agencies.

Most Mainstream projects have dealt with conservation and beautification: improving parks and playgrounds, planting flowers and trees, and making small repairs to community buildings.

This program has also sponsored the Foster Grandparents Program in which older people help in day care centers, Head Start programs, and schools.

New Careers - This is a program which grew from experiments in the mid 1960's for the use of aides to assist professionals in the delivery of special social and/or economic services. Because the aides are usually from the same neighborhood and groups as the clients, the aide is able to offer help in a friendly, relaxed manner that can bridge the gap between the professionals and persons on the receiving end of services.

Head Start - Head Start provides special educational instruction for children before they enter kindergarten. The theory behind the program is that disadvantaged children will be more ready for regular school if they have a prekindergarten program that compensates for their so-called "Cultural Disadvantages." Disadvantaged youngsters are to be exposed to the same cultural stimulation as middle-class youngsters. It has long been recognized that most preschoolers, advantaged or disadvantaged, profit from nursery school.

There are three types of Head Start programs: short summer programs for children going into the first grade; follow-through programs during the school year for children who were in a summer Head Start program; and full year programs for children not yet in school. Medical and social services are provided to children and their families. Parents are expected to take an active role in running the programs, and there is also provision for the training of local people to work in the programs.

Vista - The Volunteers In Service to America (VISTA) program was created under Title VIII of the Economic Opportunity Act, and is administered by the recently created Action Agency. Volunteers live and work directly with low-income people, and assist in anti-poverty projects. Most VISTA volunteers are college students or recent graduates. But some volunteers are highly-skilled teachers, lawyers, and community organizers. VISTA volunteers are paid a small sum by the federal government, and serve the communities free of charge.

Model Cities. "Improving the quality of urban life is the most critical domestic problem facing the United States." With this declaration, Congress launched the Demonstration Cities and Metropolitan Development Act of 1966. Model Cities, as this program is known, is the federal government's recognition of the fact that cities of all sizes lack the ability, especially the money, to deal effectively with the critical problems facing them. It also recognized the need for "balanced comprehensive attacks" on the inadequacies of education, employment, health, safety, and physical condition of many of our cities.

The goals and priorities of the Model Cities Act, as set out by Congress, were:

> to plan, develop, and carry out locally prepared and scheduled comprehensive city demonstration programs containing new and imaginative proposals to rebuild or revitalize large slum and blighted areas...and to accomplish these objectives through the most effective and economical concentration and coordination of federal, state and local public effort....

Conditions are growing worse in many urban slum neighborhoods throughout the country, while the nation as a whole is prospering. A few statistics from one of the major cities help to show how great the problem is: of the 8,100,000 people living in New York City, more than 1,700,000 live in the major slum area. Nearly 1,000,000 other New York residents live in changing neighborhoods which are threatened with deterioration of housing, schools and community facilities. Nearly half the city's families have incomes under $6,000 per year, and fully half of these are living below the poverty line.

Federal grants are available to pay up to 80% of the cost of planning and developing comprehensive city demonstration programs. Projects or activities may be funded totally under existing federal programs, or existing programs can be supplemented by special grants of up to 80% of the total nonfederal contribution required. These supplemental grants are not earmarked for any one specific project or activity, but can be used by the city to assist any activity included as part of the demonstration program -- even those not supported by a federal program.

The Model Cities Law determines the eligibility of neighborhoods, and it limits the total impact in any one city to approximately 10% of the population. The city chooses from among its eligible areas and then selects the programs that are to be funded. A Model Cities Program should include a broad range of projects and activities designed to renew selected neighborhoods, both socially and physically. Plans should include activities to rebuild, revitalize, or expand housing, job, and income opportunities; reduce dependence on welfare; improve educational facilities and programs; combat disease and ill health; reduce crime and delinquency; enhance recreational and cultural opportunities; establish better access between homes and jobs; and generally improve living conditions for the people in the selected neighborhoods.

Medicare and Medicaid. The Medicare and Medicaid Amendments to the Social Security Act, passed in 1965, represented a basic change in the nations' social and economic policies.

Medicare is a type of social insurance combined with health insurance. There are two parts to the Medicare program: hospitalization insurance to help cover the cost of hospitalization and related care, and medical insurance to help with doctor bills and other health expenses. Most people over 65 are covered by Medicare.

Medicare offers three kinds of benefits or assistance in paying bills: those paid to patients while they are in the hospital; those for care in an institution after hospitalization, such as part-time nursing care, physical therapy, etc.; and outpatient hospital diagnostic benefits, such as X-rays, blood tests, etc.

The benefits under Medicare are not free. The patients, since this is a contributory insurance, have to pay part of the hospitalization costs, part of the extended care benefit, etc.

Medicaid, in contrast to Medicare, is not a social insurance program, but is more like a public assistance program. The federal government grants funds to states to set up a program of medical assistance for the needy.

Medicaid invokes the concept of medical indigence. Recognition is given to the fact that people may be able to handle their ordinary everyday expenses, but not be able to pay for medical care. For example, a family of four may be getting along on $100 a week -- paying for their rent, food, clothing, and other necessities. But they would be completely unable to handle an operation or even dental bills. With Medicaid it is possible for a state to develop a plan that provides free medical care for families whose incomes are below the poverty line.

The passage of Medicare and Medicaid can be viewed as a real breakthrough - an extension of governmental concern into a new area of human welfare. It appears that federal involvement in this area will continue to increase during the next decade.

STUDENT LEARNING ACTIVITIES

- Plan a speaker's program to permit resource people from VISTA, the Model Cities Program, MDTA, or New Careers to visit the classroom.
- Meet with officers of local anti-poverty agencies in their offices to discuss their organization's role in the community.
- Using a hypothetical government program as a model, develop a report on how you would determine guidelines to evaluate its effect on local conditions.
- Participate for one or two days in the work of a local anti-poverty program which is federally funded.
- Prepare a five minute speech about a specific federal program being implemented in the community.
- View films, *A People's Thing* or *Unseen Suburbia*.

TEACHER MANAGEMENT ACTIVITIES

- Collect and make available to students information on federal programs to achieve social change.
- Assist students to plan a balanced speaker's program by identifying appropriate resource people who might be available.
- Arrange for brief field experience for students with a local anti-poverty agency or program.
- Assign class a social action project which will enable students to see the results of social and/or economic work in a community.

RESOURCES

Outskirts of Hope, Westinghouse Learning Corporation, (Audio-Cassette, 8 pieces, purchase, $44.00), 1970.

A Peoples' Thing, NBC Educational Enterprises, (Film, 27 minutes, color, purchase, $330.00), 1970.

In Rural Poverty, The National Mission, United Presbyterian Church, 1970.

What's the Answer to Slums, Institutional Cinema, (Film, 15 min., color, rental, $6.00), 1969.

Sound of Poverty, United Methodist Board Mission, (Audio Tape Reel, purchase, $ 75), 1970.

Unseen Suburbia, NBC Educational Enterprises, (Film, 17 minutes, color, purchase, $240.00), 1970.

Unit 5 Functions and Duties of Workers

INSTRUCTIONAL OBJECTIVES

1. Ability to discuss the general nature of the duties performed by workers in the field of social and economic services.
2. Ability to compare and contrast the general duties of workers in the various aspects of social and economic services.
3. Ability to describe the duties of workers in public, antipoverty, and private agencies.

CONTENT

Role of Workers in Social and Economic Services. Development of a more complex urban society has greatly increased the need for organized social and economic services. Workers in the social and economic services provide the link between public service organizations, and individuals and families who are not able to provide for themselves or who need assistance in solving their problems.

There are several types of organizations, the approaches of which are reflected in three basic methods of social and economic practice: casework, group work, and community organization. Obviously, a worker may use all three methods, but frequently a job title reflects only the primary method used.

Duties. Professional and pre-professional caseworkers attempt to identify the social and economic needs of individuals and families through interviews. They aid them in understanding their problems and in securing such necessary services as financial assistance, foster care, and homemaker service.

Group workers help people through group activities to understand themselves and others better, and to work with others to achieve a common goal. They plan and conduct activities for children, adolescents, and older persons in a variety of settings, including settlement houses, hospitals, homes for the aged, and correctional institutions.

Community organization workers help plan and develop health, housing, welfare, and recreation services for neighborhoods or large areas. They often coordinate existing social services and organize fund raising for community social welfare activities.

The majority of workers in social and economic services provide assistance, as indicated, directly to individuals, families, or groups. However, substantial numbers perform executive, administrative, or supervisory duties, or act as teachers in educational institutions, research workers, or consultants. The wide range of services provided is suggested by the descriptions of the principal areas of concern:

Family Service - Workers in family service positions in State and local governments and voluntary agencies provide counseling and social services that strengthen family life and help clients to improve their social functioning. They also advise their clients on the constructive use of financial assistance and other social services.

Child Welfare - Workers in child welfare positions in government and voluntary agencies attempt to improve the physical and emotional well-being of deprived and troubled children and youth. Their services include advice to parents on child care and child rearing, counseling children and youth with social adjustment difficulties, arrangement of homemaker services during a mother's illness, institution of legal action for the protection of neglected or mistreated children, services to unmarried parents, and counseling of couples who wish to adopt children. They may place children in suitable adoptive or foster homes or in specialized institutions.

Education - Workers employed by schools aid children whose unsatisfactory behavior or progress in schools is related to their social problems. These workers consult and work with parents, teachers, counselors, and other school personnel in identifying and seeking solutions to the problems that hinder satisfactory adjustment.

Health - Workers employed by hospitals, clinics, health agencies, rehabilitation centers, and public welfare agencies aid patients and their families in the solution of social problems accompanying illness, recovery, and rehabilitation. They usually function as part of medical teams which also include physicians, therapists, and nurses.

Some workers provide services to patients in public mental health hospitals, centers or clinics. They develop and report information on the patient's family and social background for use in diagnosis and treatment. They help patients respond to treatment and guide them in their social adjustment to their homes, jobs, and communities. They have particular responsibility for helping the families of patients to understand the nature of the illness. Such workers also participate in community mental health programs concerned with the prevention of mental illness and readjustment of mental patients to normal home and community living.

Salaries. The salaries of social and economic service workers vary with the type of agency, geographic location, and level of employment. The average salary at entry level for a preprofessional is $4,000 per year, while the mid-career average is $5,300 per year. The average beginning level salary for a professional is $7,300 per year; the top average is $11,800 per year.

STUDENT LEARNING ACTIVITIES

- Develop a short comparative report on the duties of workers in social and economic services, and compare them with own interests and abilities.
- Select one or more of the areas of social and economic services, and determine the local entry level jobs available.
- Develop a list of experiences and/or types of training that would enable a person to make rapid progress on a job in social and economic services.
- Listen to audio-tape *Interview With a Social Worker*.
- Discuss with friends, relatives, etc., the experiences they have had with preprofessionals and/or professionals in the field of social and economic services.
- Visit a local civil service office and study the types of jobs available in social and economic services, with entry salary and duties.
- Discuss with students with similar interests the duties of workers in a specific job family in social and economic services.

TEACHER MANAGEMENT ACTIVITIES

- Divide class into three or four groups and assist each group to prepare a presentation detailing the duties of specific workers in social and economic services.
- Arrange for field trip to visit a local social welfare agency.
- Arrange a display concerning the mission of local social welfare agencies.
- Organize a discussion on the major tasks of social and economic service workers. Define and discuss the three main categories of duties in detail to include: case work, group work, and individual work.

RESOURCES

Social Service and the Social Worker, Eye Gate House, (Film-strip, purchase, $5.25), 1970.

Interview With a Social Worker, Imperial International Learning, (Audio Reel Tape, purchase, $5.50), 1969.

The Interior Life of the Social Worker, Catholic University of America, 1956.

So You Want To Be A Social Worker, Periman, H.H., Harper and Row, 1962.

Nonprofessionals In the Human Services, Grosser, C., et.al., Jossey-Bass, Inc., 1969.

Social Worker, Universal Education Visual Arts, (Film,color, 17 minutes, purchase, $209.00), 1967.

Unit 6 Profile and Recommended Qualifications of Workers

INSTRUCTIONAL OBJECTIVES

1. Ability to discuss the recommended qualifications of a worker in the social and economic services, including age, education, and background.
2. Ability to evaluate his own qualifications and compare them with the recommended qualifications required for entry level jobs.

CONTENT

Restructuring of Social and Economic Services. During the past three years, there has been a gradual restructuring of requirements for entry level jobs in the social and economic services. Until recently a bachelor's degree, preferably in social welfare, was the minimum educational requirement for beginning jobs in this field. This is still generally true, but more and more of the job duties which were assigned to professionals are now being given to preprofessionals. Such job restructuring is resulting in more jobs for high school graduates in social welfare.

Education. As stated, possession of a bachelor's degree is generally required for employment at the professional level; in addition, the academic training must frequently be in specific areas of instruction.

Social and economic workers at the professional level may encounter a wide range of training and experience requirements. Some agencies accept completion of a two-year graduate curriculum in a recognized school of social work, including supervised field work; others accept a year of graduate study in social work plus a year of paid experience in a specific phase of social work; and others will accept a year of graduate study with no experience, provided that the academic field work assignment is in an appropriate specialized setting. In general, the possession of a master's degree in social work is the minimum requirement for attaining professional status in case work and social group work.

Many community organizations related to antipoverty programs require a minimum of the bachelor's degree, plus successful experience in working with minority groups, the disadvantaged, and the hard-core unemployed. Occasional opportunities exist in "out-reach" programs for persons with as little as two years of college who possess practical experience in disadvantaged target areas.

Due to the rapid expansion of the social and economic services, coupled with a shortage of professional level expertise, the use of aides at a preprofessional level is becoming increasingly common. Because focus is on the needs of specific groups or geographic areas, the formal educational attainment is becoming less important than a person's attitudes, values, and willingness to work. In general, younger aides are high school graduates. Older people employed as aides who are not high school graduates are frequently enrolled in G.E.D. programs.

Personal Qualifications and Aptitudes. An individual interested in social and economic services work should have a healthy interest in people of different ages and backgrounds. He should show a capacity for positive relationships, self-discipline, and eagerness to learn and to apply knowledge to practical situations.

The following abilities are of key importance: an awareness of,and consideration for, the feelings of others; willingness to form and sustain working relationships; willingness to accept other points of view without rancor; capability in handling unexpected or unpleasant situations; and the ability to plan a realistic program of work, to follow through on assignments, and to accept the discipline of study and work.

Few individuals have all these abilities, but if a person has most of them, there is a likelihood he will enjoy, and be successful in, the social and economic services.

STUDENT
LEARNING
ACTIVITIES

- Study and discuss material on education, aptitudes, and values required of a worker in the social and economic services.
- Interview at least two preprofessionals and prepare a "profile" describing their age, education, background, etc.

- Analyze own qualifications and compare with the recommended requirements for a preprofessional in the social and economic services.

TEACHER MANAGEMENT ACTIVITIES

- Gather materials for student use concerning age, education, and qualifications for social and economic services workers from local social welfare agencies, Department of Employment, or State Employment Service.
- Arrange for students to individually interview one or two preprofessionals and report their findings back to the class.
- Provide opportunity for small group analysis and comparison of student's own qualification for employment as a social and economic services worker.

RESOURCES

Social Welfare As a Career, National Welfare Assembly, Inc., 1966.

Employment Outlook for Social Service Workers, U.S. Department of Labor, Bureau of Labor Statistics, U.S. Government Printing Office, 1968.

New Careers for the Subprofessional, U.S. Government Printing Office, 1970.

- Analyze own qualifications and compare with the recommended requirements for a preprofessional in the social and economic services.

TEACHER MANAGEMENT ACTIVITIES

- Gather materials for student use concerning age, education, and qualifications for social and economic services workers from local social welfare agencies, Department of Employment, or State Employment Service.
- Arrange for students to individually interview one or two preprofessionals and report their findings back to the class.
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Social Welfare As a Career, National Welfare Assembly, Inc., 1966.

Employment Outlook for Social Service Workers, U.S. Department of Labor, Bureau of Labor Statistics, U.S. Government Printing Office, 1968.

New Careers for the Subprofessional, U.S. Government Printing Office, 1970.

Unit 7 Career Lattices and Employment Prospects

INSTRUCTIONAL OBJECTIVES

1. Ability to identify at least five preprofessional entry level jobs in social and economic services.
2. Ability to construct a typical career lattice for at least one of the job families in social and economic services.
3. Ability to identify at least three sources of information and statistics concerning the employment outlook for the field of social and economic services.

CONTENT

Typical Career Lattices. There are three clearly identifiable career lattices in social and economic services. The lattices shown in Figures 6, 7, and 8 are based on large social welfare or employment organizations. Accordingly, the number of positions might be reduced in smaller organizations. While the career lattices emphasize preprofessional jobs, they also include professional positions.

These career lattices illustrate possible opportunity in the areas of the employment or social services. The positions illustrated implicitly include tasks which deal with assistance, counseling, and social rehabilitation

Employment Outlook. It is estimated that approximately 1.2 million people are employed in the field of social and economic services. A recent survey shows this field to be growing at a rate of 6% per year.

At present, there is a shortage of well-qualified workers in the social, economic, and employment services, which is expected to continue through the next decade. This is due, in

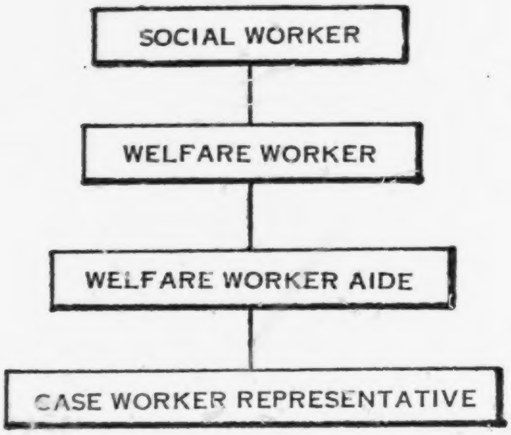
SOCIAL WORKER
WELFARE WORKER
WELFARE WORKER AIDE
CASE WORKER REPRESENTATIVE

Figure 6 - Typical Career Lattice - Social Welfare Workers

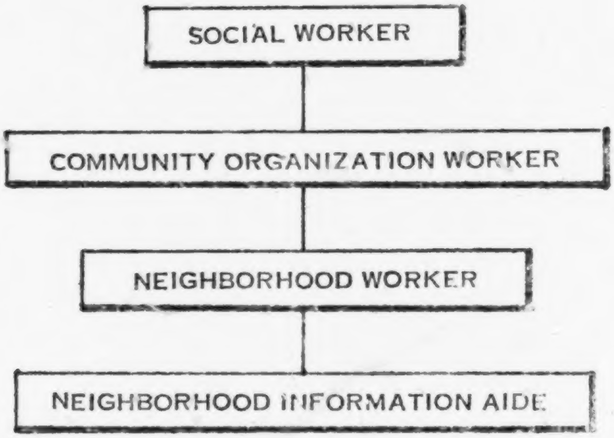
SOCIAL WORKER
COMMUNITY ORGANIZATION WORKER
NEIGHBORHOOD WORKER
NEIGHBORHOOD INFORMATION AIDE

Figure 7 - Typical Career Lattice - Community Organizations

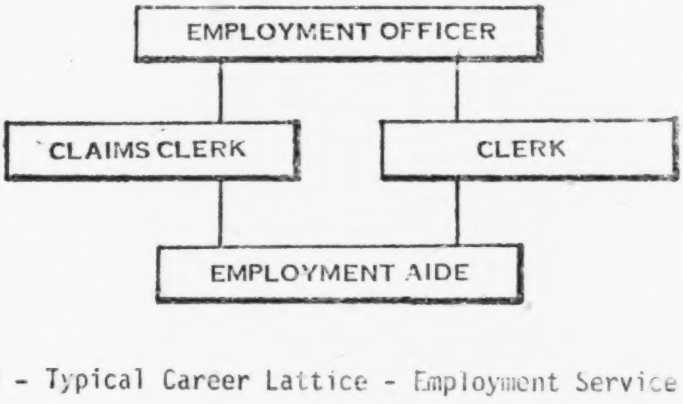
EMPLOYMENT OFFICER
CLAIMS CLERK
CLERK
EMPLOYMENT AIDE

Figure 8 - Typical Career Lattice - Employment Service Workers

part, to the population increase, and in part to the multiplication of problems facing each individual because of increasingly rapid and complex industrial developments, and the mounting pressures of urban crowding.

Industrial changes often hit the labor market with sudden impact, obsoleting certain occupations within only a few years. Many of the newer occupations require a higher degree of skill than is characteristic of traditional occupations. Many individuals in the labor market today may have to retrain themselves several times during their working lives to meet changing occupational requirements. Such widespread changes in the content of jobs make the role of the social service and employment workers essential, since many individuals cannot make occupational adjustments without some kind of assistance.

In response to the accelerated trend of job obsolescence and to the increasingly complex job-entry requirements, government programs (Manpower Development and Training, Youth Job Corps, Youth Opportunity Centers, Economic Opportunity Centers, and Multi-Service Centers) are emphasizing the useful role the social and economic workers can play in helping people.

Sources of Employment Information and Statistics. Several excellent sources offer up-to-date information about work opportunities in the fields of social and economic services. The texts *Careers in Social Work* and the *Occupational Outlook Handbook* are two excellent sources.

The following organizations also have material concerning employment in these fields:

American Personnel and Guidance Association
1605 New Hampshire Avenue, N.W.
Washington, D.C. 20009

American Psychological Association, Inc.
Division of Counseling Psychology
304 East 45th Street
New York, New York 10017

U.S. Department of Health, Education, and Welfare
Office of Education, Guidance, and Counseling
Programs Branch, Washington, D.C. 20202

National Commission for Social Work Careers
2 Park Avenue
New York, New York 10016

STUDENT LEARNING ACTIVITIES

- Discuss career possibilities and requirements for employment in the field of social and economic services.
- Use the *Dictionary of Occupational Titles* and describe at least one entry level job in social and employment services.
- Discuss with a social service worker the type of job with which he started and the better positions to which he might aspire.
- Construct a typical career ladder for a job family in a local social or economic service agency.
- Write a short summary of employment projections in the social and economic services.

TEACHER MANAGEMENT ACTIVITIES

- Prepare, with student assistance, a file of statistics concerning the employment prospects for jobs in the social and economic services.
- Arrange for small group discussion on employment goals and a comparison of these goals with the employment outlook in educational services.
- Arrange for students to visit a local social welfare agency or employment office for them to meet with preprofessional and professional staff.

RESOURCES

Encyclopedia of Social Work, National Association for Social Work Careers, 1965.

Careers in Social Work, National Association for Social Work Careers, 1967.

Counselors, Supply, Demand, Need, American Personnel and Guidance Association, 1970.

New Career Opportunities, Popular Science, (Filmstrip, color, purchase, $6.00), 1968.

New Careers for the Subprofessional, U.S. Government Printing Office, 1970.

Section 3

EDUCATIONAL SERVICES

Section 3

EDUCATIONAL SERVICES

Unit 1 Nature of the Field

INSTRUCTIONAL OBJECTIVES

1. Ability to identify two major changes occurring in the field of educational services and to be able to discuss their implications.

2. Ability to identify the major job families in educational services as well as to describe the nature of the work for each.

CONTENT

A Field in Transition. Educational services is one of the major fields in public service. It is estimated that over four million people are employed at a professional or preprofessional level in this field, with additional thousands of workers employed on a part-time basis.

The entry of preprofessional personnel into this field is a new phenomenon, with wide-spread support from professional organizations and civil service agencies. This dramatic change in personnel interrelationships is expected to result in substantial differences in the staffing pattern in schools and libraries. Preprofessional personnel help to relieve the teacher, the librarian, and the museum curator from administrative, clerical, and noninstructional tasks, and provide them with more time to devote to their professions. In addition to this, however, the preprofessional personnel offer new talents, fresh views, and supplementary services which aid in meeting the educational needs of individuals.

Major Job Families. Educational services incorporate the major job families of education and libraries; in addition, museums make up an important but smaller category, with requirements, opportunities, and salaries largely overlapping those of education and libraries. For this reason, this section will concentrate largely on the two major categories.

Teaching is the largest of the professions. About 2.6 million men and women were full-time teachers in the nation's elementary schools, secondary schools, and colleges and universities in the 1970-71 school year. In addition, thousands taught part-time; among them were many scientists, physicians, accountants, members of other professions, and graduate students. Similarly, large numbers of craftsmen instructed part time in vocational schools. Many other people taught in adult education and recreation programs.

In 1970, about 125,000 persons were employed as professional librarians. Librarians are generally classified by the type of library in which they are employed: public library, school media center, college and university library, or special library. School librarians accounted for more than 2/5 of all librarians; public librarians represented nearly 1/4; librarians in college and universities accounted for 1/5; and those employed in special libraries (including libraries in government agencies), 1/7. Some librarians were employed in correctional institutions, hospitals, and state institutions. A small number of librarians were employed as teachers and administrators in schools of library science. Most librarians work in cities and towns. Those attached to bookmobile units serve widely scattered population groups, mostly in suburban or rural areas.

Generally speaking, these three job families are concerned with the development of individual competencies and intellects, and relate to the performance of duties in support of teachers, educational administrators, librarians, and museum curators. People working in educational services are expected to be competent in a broad range of duties related to the specific job family (as more explicitly discussed in Unit 2 of this section.

STUDENT LEARNING ACTIVITIES

- Construct a chart showing the rate of employment in the educational services between 1960 and 1970.
- Define the following terms: job family, educational services, and job.
- Describe the field of educational services, pointing out the reason it is in a state of transition.

TEACHER MANAGEMENT ACTIVITIES

- Have students in small groups discuss the three job families.

- Subscribe to publications distributed by the State Employment Service concerning the educational services occupations.

- Provide guidance and instructional materials for construction of a chart or graph to show the employment rate between 1960 and 1970 for the educational services.

- Prepare and make available to students a file of data on employment information in the educational services.

RESOURCES

Dictionary of Occupational Titles, U.S. Department of Labor, U.S. Government Printing Office, 1965.

Occupational Outlook Handbook, Bureau of Labor Statistics, U.S. Department of Labor, 1970-71.

Meeting Critical Shortages of Classroom Personnel, U.S. Department of Health, Education, and Welfare, U.S. Government Printing Office, 1970.

Careers in Education, National Center for Information on Careers in Education, 1971.

The Real World of the Beginning Teacher, National Education Association, 1966.

Teacher, Simon and Shuster, 1969.

So You Want to Be a Teacher, Harper & Row, 1964.

This Is Teaching, Scott Foresman, 1968.

To Be a Teacher: An Introduction to Education, Prentice-Hall, 1969.

Teachers: Professionals in Public Service, Interstate Print Publisher, 1969.

The Teacher and School Organizations, Prentice-Hall, 1966.

Teachers in Our Big City Schools, B'nai B'rith, 1969.

Teachers and Teaching, Penguin Books, 1969.

Auxiliary School Personnel, National Education Association, 1967.

Teachers Aides: A New Opportunity, U.S. National A-V Center, (Film, black and white, 21 min., purchase), 1969.

An Effective Teacher-Aide Program, George A. Pflaum, 1970.

Some Day I'll Be a Librarian, Hawthorn Books, 1969.

Librarian, ARCO Publishing, 1967.

Introduction to the Library, Eye Gate House, (Filmstrip, color), 1970.

Library Story, Encyclopedia Britannica, (Film, color, 15 min., purchase), 1969.

Introduction to Librarianship, McGraw-Hill, 1968.

Behind These Doors: Science Museum Makers, Rand McNally, 1968.

Unit 2 Basic Introduction to Educational Services

INSTRUCTIONAL OBJECTIVES

1. Ability to demonstrate knowledge of educational organizations and their roles at the different levels by being able to identify at least four general objectives of education.
2. Ability to explain the components and the structure of public education in the United States.
3. Ability to discuss several of the major issues confronting the unmet needs in education to include knowledge of the financing of public education and the roles of the Superintendent and the Principal.
4. Ability to identify the various types of libraries, explain their functions, and typical organization.

CONTENT

Overall General Objectives of Educational Services In a Democratic Society. Educational services primarily aim to ensure the opportunity for all the people to have the skills and knowledge necessary to keep our democratic system of government working. A second major objective of educational services is to provide a person with an opportunity for continuing growth and development in the acquisition of new skills and knowledge. Lastly, educational services aim to provide the opportunity to help each person achieve his fullest potential.

Educational Organizations. Since 1918 every American state has followed a compulsory school attendance law. The communities are obliged to provide safe schools for the education of the children. The operation of special classes for partially blind, deaf, retarded, and subnormal children have been warranted in most areas.

The educational organizations are made up of elementary schools, junior high schools, senior high schools, junior colleges, colleges, universities, and vocational training schools. The public accepts the ever-expanding roles of our schools in meeting society's needs. Although we have no national school system, the structures and curricula of the various state educational systems are remarkably similar, with the result that we have now an orderly plan of state public school systems that provide education for all.

Role At Local, State and National Levels. The role of educational services at the local level is to provide the students with a record of basic information about their work as preprofessionals, their community, and continued education. The introduction of aides into schools is part of an effort to improve the schools in one's community. Each student will understand how the operation of the school system relates to broader issues affecting him and his community.

At the state level, educational services give the student the opportunity to become a better citizen. By obtaining more education the student will understand the responsibilities and goals of the society he lives in and this will enable him to respect the laws of the land and work to make his community and state better. Educational services enable the student to understand the structure of the American school system and his place in it. Educational services give each student more education, which in turn provides the tools a person needs to control his life and his relationships with people. An educated person is not likely to become a "loser" in life; he can find better jobs and manage his home life and finances, with the resources to enjoy his leisure time.

Changing Role of Education. As our society and culture change, the role of education must change. Schools are expected to achieve a wide range of goals in preparing citizens to conserve that which is good in our democratic society, and improve that which is not. Two new types of schools came into being during the 20th Century - the Junior High School and the Junior College. The idea of the Junior High School began with the effort to improve the elementary school curriculum. The elementary programs needed to be shortened and enriched, and hence high school courses began in seventh grade. The Junior College bridges the gap between high school and college, or provides advanced vocational training.

By the 20th Century the American frontier had almost disappeared; simultaneously, the United States was developing into the greatest industrial nation in the world. These changes in our national economy assigned a new and enlarged responsibility to our educational system. Elementary, secondary, and tertiary schools evolved.

As the industrial revolution created the need for better provision of specialized training in the handling of machines, vocational training programs spread. The Smith-Hughes Act of 1917 provided for federal funds to assist the states in setting up courses in agriculture, home economics, and industrial arts. Vocational high schools soon sprang up everywhere in big cities and on a regional basis in many counties, and the G.I. Bill of Rights encouraged the extension of this training into the adult years.

Organization of Public Education In the American School System. Public education has always been considered primarily a state function, although it has been greatly assisted by the federal government.

The Federal Government's Role. The Federal Educational Agency, authorized in 1867, and now called the Office of Education, was formed with specific responsibility for education. The fundamental purposes of this office are: to collect and analyze statistics and facts; to administer grants; to advise on school organization, administration, and methods of teaching; to improve the teaching profession; and to promote international relations in education.

The U.S. Office of Education has principally encouraged public education through federal grants and grant of land; many programs in school districts are paid for by federal funds. In addition to grants, there has been a growing list of federal activities in education, such as the Smith-Hughes Act of 1917, which provides federal aid for vocational work in the public schools; the Vocational Rehabilitation Manpower Development and Training Act of 1962, and so on.

The State's Role in Education. The state's educational organizations are usually composed of a State Board or Council of Education which is a policy-making body; a Superintendent of Education, who furnishes leadership for his state's education; and a State Department of Education or Public Instruction, which consists of competent staff who provide service and leadership in education.

The County or other Local Agency as Policy Makers. The next subordinate governmental unit in the United States is the county. It usually includes a County Board, which is a unit for the support and control of education. The powers and duties of a County Board may include: the election of a County Superintendent of Schools; the determination of educational policies for the county; the prescription of rules and regulations for the conduct and management of schools; and the control and supervision of public school systems through the County Superintendent and his professional assistants.

In a few states the township is the local policy-making body for school administration (as in Pennsylvania, Indiana, and New Jersey). The township is essentially a rural unit of government, and has the same powers and duties as a County Board. In some states the town is the educational unit (mainly in New England), with the same powers and duties as other school districts.

The local school district is a unit for educational administration. It was often created around elementary schools. Separate high school districts were organized (as in California, Arizona, Michigan, etc.). The local school districts generally include a Board of Trustees or School Directors, with powers to operate the schools. Often a city is set up as a separate city school district because of the concentration of wealth and the complexity of the organization required in cities. Large numbers of personnel are found in the bigger districts under the professional direction of a Superintendent of Schools. A lay board of education, which chooses all personnel, determines policies, and provides directive powers, directs the entire system.

Other type of districts may include certain municipal units in the school district, such as in California. In New England and New York, a Supervisory unit may be found, acting as sort of an intermediate unit between the state and the local district; it is usually formed from two or more local units or school districts. Merged or consolidated districts are merely the result of the merging or grouping of small districts into larger and more efficient ones (as in Pennsylvania).

Vertical Structure of Public Education. The main divisions of public education system are Pre-elementary, Elementary, Secondary, and Higher Education.

Pre-elementary education, including the nursery school (ages from 18 months to 4 years) and the kindergarten (children between 4 and 6 years). There are four main types of nursery schools - public, private, parochial, and federally financed. The nursery schools give great attention to the psychological, emotional, social, and moral development of the child. Kindergartens are public, private, or church supported. They serve as a transition between home and school, and stress "readiness" for school. The child's emotional, social, and moral development is given particular attention.

Elementary education. covering grades 1 through 6, or 1 through 7, caters to children between the ages of 6 to 12 or 14.

The elementary schools are usually divided into a primary unit K (grades 1 through 3), an intermediate unit (grades 4, 5, and 6), and the upper grades, 7 and 8. Another recent approach is to establish a "4-4-4" plan, on which the first four years are the elementary school, the second four years are "the middle school," and the last four, the high school.

There is, however, an increasing tendency to disregard grades, and to consider the primary and intermediate units as separate entities. Under this system, the child would progress through the primary unit as rapidly as his abilities would permit.

The sizes of elementary schools vary, and depend on the population and needs of the district. As a result of consolidation and merger of school districts, small one-teacher schools are disappearing, and large urban schools are taking their place.

Secondary education covers grades 9 through 12 (in some southern states it has included grades 8 through 12), and is especially tailored for the years of adolescence. It can be divided into senior high school - usually grades 10, 11, and 12, and junior high school - grades 7, 8, and 9. There are some regional variations. Secondary education consists also of specialized schools - technical, vocational, continuation, evening high schools, etc.

Major Concepts. Varying organizational modifications have been introduced into schools such as: Ability Grouping, Departmentalization, Individualized Instruction, "Core Instruction," Team Teaching, and Independent Study.

Adult and Continuing Education. Continuing education is provided by several institutions: the Junior College, the Community College, the technical institute, and the adult high school programs. Adult education programs are carried on by local school districts; community organizations, (YMCA, YWCA, Boy and Girl Scouts, etc.); nonprofit cooperative groups (such as the Institute of Lifetime Learning in Washington, D.C.); programs carried on by colleges and universities both on and off the campus, and through the medium of television; museums, libraries, etc.; churches and other religious groups; and corporations and labor unions.

Financing Public Education. Local property taxes pay more than half the cost of operating the nation's schools, and the state gives some additional assistance. Aid from the federal government offers grants for institutional materials, teacher training programs, guidance and counseling, vocational education, etc.

Middle and upper income communities often engage in restrictive zoning in order to discourage multiple dwelling units and main subdivisions, that could bring a larger ratio of children to assessed property, and would therefore further increase property taxes. Difficulties faced by ethnic minorities and low-income families in finding adequate living and housing conditions are further compounded by zoning.

The enrollment and daily attendance of pupils in the school districts affect the budgets allocated by the states to the school districts.

The Superintendent's Role. The role of the Superintendent includes: initiation and execution of policies for the government of the schools; nomination or recommendation of all supervisors, teachers, and other school employees; administration of all instruction and management of all pupils; development of curriculum and the improvement of instruction either directly, or through principals, supervisors, or staff committees; and recommendation of textbooks, instructional supplies, and school equipment.

The Principal's Role. The role of the Principal includes: continuous study of the school and its program, its needs, and its relations with its community; information and instruction concerning the needs and tasks of the school through his personal activity in the school and in the school neighborhood; promotion of the functioning of school government democratically in all aspects of the school operation; representation of the school, the activities, and program to the parents of children in the school, and to the general public in the school neighborhood; constant evaluation of the state of school public relations, and planning for improvement; responsibility to the Superintendent for the continuous maintenance of quality in curriculum and effectiveness in instruction, and for keeping up his buildings and supplies; and concern with building planning, attendance records, administration of health service, management of classroom teaching, and guidance programs.

Problems and Unmet Needs in Education. Public education is being increasingly scrutinized and evaluated by the public. Equality of instructional opportunity; curriculum; teacher preparation; teacher organization; federal aid to education; religion and its role in the schools; the length of the school day and year; new approaches to financing schools; implementation of civil rights decisions by the county or school district; new approaches to the education of the culturally deprived and other special groups of children; and many other important problems and issues are being studied, and solutions are being sought in school districts throughout the nation.

The Library. There are numerous types of public and private libraries, including:

Public libraries, offer fiction and reference books. They are open to residents of a community, and are supported by public funds.

County libraries, which are usually referred to as branch libraries for the community.

State libraries, which are maintained by state funds and contain specialized selections of materials made by staff members.

School libraries, which provide instructional, general, and cultural reading material for the schools. These are established and financed by the school district.

College libraries, which keep instructional and research material, and books for faculty and students.

Special libraries, which provide material for special organizations, such as trade groups or professional groups.

Functions of Libraries. The main functions of libraries include: having books available; preparation of material and books in the library for ease of selection; providing service to library users; and helping library users in use of card catalog, reference books, and other available materials.

Organization of Libraries. A main objective of the organization of libraries is to provide adequate space and facilities for library staff to do library work. Floor space and equipment are needed for: keeping files; buying books and materials; inspecting incoming books; returning and exchanging material; preparing payment for bills; and checking and ordering periodicals. Equipment is needed for desk space to work on, and includes typewriters, file for correspondence, office machines, duplicating equipment, etc.

Major Tasks. Seven major tasks are performed by library workers tending to cut across the various types of libraries. Generally, these tasks may be grouped as:

Book Selection. The types of books, periodicals, and represented publishers will differ as the types of libraries differ.

Each publication and the number of copies needed in each library must be carefully chosen by the librarian.

Book processing, which includes the structure of the book and the handling of books. The structure of the book includes the binding, the preliminary pages, the text of a book, the last part of the book - the reference material.

Classification. Books are classified to permit easy quick location in the library. Characteristics of classification include an orderly system for arranging books on shelves; a simple system for locating a subject on the library shelf; a brief, but easy-to-understand, number for each book; a symbol system to make returning books to a shelf simple; a system providing an easy method of charging books to borrowers; and an alphabetical index (card catalog) for ease of finding and using books.

Cataloging. Books are sorted, marked, and grouped together on the library shelves, so that the reader may save time in selecting and finding his material. Call numbers (symbols that identify the book) are marked on the spine of the book. The Dewey Decimal System is used widely for classifying and cataloging books, before they are put on the shelves. In this system, the subject must be known (main classification), the form in which the subject is treated (standard subdivision), and into which group the subject falls (secondary summary table). The Dewey Decimal System is broken down into further subdivisions and subsections. All this information is gathered and printed on catalog cards. Other systems of classifying books include the Library of Congress System, the Cutter Tables, and other systems.

The card catalog is an alphabetical index to the library, arranged on cards in card-catalog trays. These cards are mainly grouped as author, title, subject, cross reference, and analytic cards.

Circulation Procedures. Each book has a book envelope into which is placed a book card; this is used when a borrower takes a book from the library. In school libraries the borrower's identification on the book card is his name and sometimes his homeroom number. In public libraries the borrower has an identification card which must be presented in order to borrow books. The purpose of the lending system is to maintain a record of the book borrowed, to whom it is lent, and for what length of time.

Care and Handling of Periodicals. These items are stamped with the library stamp of ownership. Some libraries use clear vinyl covers on the periodicals to protect them. Other libraries use a heavy tape along the inside cover margins and on top and bottom to hold cover firm. A record card is kept with name of the periodical, date each issue is due, date subscription expires, and space for checking each issue on arrival.

Audio-Visual Equipment and Machines. Audio-visual materials include motion-picture projectors, chalk and display boards, records and record players, radio, television and sound systems, opaque projection equipment, 8-mm film loops, filmstrips, slides, microfilm, and microfiches. The basic machines in library work include typewriters, Multilith, offset press, Mimeograph, Xerox, Cardmaster, phone and intercom, and adding machines.

STUDENT LEARNING ACTIVITIES

- Make a list of the leading educational organizations and discuss each one.
- Participate in discussion on the role of educational services at the local, state, and national levels.
- Write a short report on educational organizations and their role at the different levels.
- Identify at least four general objectives of education.
- Make a list of the fundamental purposes of the Office of Education.
- Demonstrate knowledge of the powers and duties of the federal government and the school districts by participating in group discussion.
- Study a chart on the vertical structure of public education and make a list of its main divisions.
- Prepare a short oral report on one major concept of the American school system and present it to your peers for discussion.
- Read file on adult and continuing education, and the programs available in your local school district, and discuss your own needs in this area.
- Discuss the financing of public education, stressing taxes, the effect of zoning, and the Average Daily Attendance (ADA) base.
- List the programs in your local school district which are paid for by federal funds.

- Familiarize yourself with the boundaries of your local school district and discuss the effect of zoning.
- Find out the number of people living in your school district, and the number of pupils going to public school in your district. Make a list of these statistics, and discuss the ADA base.
- Meet Principal from a local school and ask questions about his role and that of the Superintendent.
- List at least four activities of a Superintendent and four activities of a Principal.
- Familiarize yourself with some of the problems and unmet needs in education through discussion. Select one problem and write a short commentary on it.
- Make a list of the types of libraries and describe the materials found in each.
- Visit a local library, observe the functions of the library, and discuss with the staff the duties they performed.
- Make a list of the functions of a library.
- Discuss the following major library tasks and their operation:

  book selection
  book processing
  classification
  cataloging
  card catalog
  circulation procedures
  care and handling of
  periodicals

- Write a summary report on three major tasks of a library.

TEACHER MANAGEMENT ACTIVITIES

- Collect and make available to students information on educational organizations.
- Provide information about the changing role of education, stressing the new types of schools and the evaluation of schools.
- Collect and make available to students a file on the function of the federal government and the types of local school districts. Discuss the powers and duties of each.

- Provide a chart and discuss the vertical structure of public education.

- Assign to each student one major concept of the American school system and have him prepare a short oral report on it to be presented to the class.

- Provide and make available to students a file containing information on adult and continuing education, and the programs available in the local school district.

- Collect and make available to students a file on taxes, federal funds, local school budgets, etc.

- Arrange to have a Principal from a local school speak to students and answer any questions they may have.

- Arrange for students to visit a local library, meet the staff, find out their respective functions, and observe the typical duties being performed.

- Arrange time for discussion with the library staff.

RESOURCES

Career Opportunities in Service to the Disadvantaged and Handicapped, U.S. Government Printing Office, 1967.

Public Education in America: A Foundation Course, Appleton-Century-Crofts, 1961.

American Education (monthly), Office of Education, Department of Health, Education, and Welfare, U.S. Government Printing Office, 1965.

New Careers and Roles in the American School, Bank Street College of Education, 1968.

Administration of American Public Schools, Harlan L. Hagman, McGraw-Hill, 1951.

Forces Affecting American Education, National Education Association of the United States, 1953.

School Boards in Action, American Association of School Administrators, twenty-fourth yearbook, 1958.

Librarian, California Department of Human Resources Development, 1970.

Behind the Scenes At the Library, Edith Busby, Dodd, 1960.

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Be A Black Librarian, American Library Association, 1969.

The World of the Special Librarian Is a World of Information, Special Libraries Association, 1971.

Data Sheets on Special Librarianship, Special Libraries Association, 1968.

Your Future in Elementary Education, Harcourt, Brace and Jovanovich, (Sound Filmstrip, Color, 15 min., purchase), 1969.

Teachers, Librarians and Children: A Study of Libraries In Education, Shoe String Press, 1965.

A Library Card Catalog, General Electric Laboratory, (Audio Tape Reel), 1969.

Museums and Education, Random House, 1967.

Unit 3 Function and Duties of Workers

INSTRUCTIONAL OBJECTIVES

1. Ability to discuss the general operations and the duties of workers in schools, libraries, and museums.

2. Ability to describe the three major categories of duties performed by workers in educational services.

3. Ability to compare and contrast the general duties of workers in educational services.

4. Ability to describe the duties and the activities of selected workers at the preschool, elementary, and secondary levels.

CONTENT

Role of Workers in Educational Services. Workers in educational services are engaged in many capacities, variable with each educational level. In *kindergarten*, the teachers introduce the transition between home and the outer world for young children. They help to develop the children's curiosity and zeal for learning, while stimulating their ability to think. They provide them with experiences in play, music, art work, stories, and poetry, and introduce them to science, numbers, language, and social studies. Frequently the school day is divided between two different groups, and the teacher works with a morning and an afternoon class.

Elementary school teachers usually work with one group of pupils during the entire school day, teaching several subjects, and supervising various activities, such as lunch and play periods. Sometimes, teachers in the upper elementary grades may teach one or two subjects to several groups of children. Special teachers give instruction and assist classroom teachers in certain subjects such as art, music, physical education, industrial arts, foreign languages, and homemaking.

Secondary school teachers more generally specialize in a particular subject. They teach several classes every day, either in their main subject, in related fields, or both. Besides teaching, secondary school teachers plan and develop teaching materials, develop and correct tests, keep records, make reports, and perform other duties.

Qualified school teachers may advance to department heads, supervisors, assistant principals, superintendents, or other administrative offices.

The preprofessional worker in educational services fills an auxiliary role, which can be quite variable. His main function is usually as an aide to a professional person, thereby freeing teachers, librarians, and museum curators to perform the professional functions for which they were educated.

Preprofessionals in Schools. The major tasks to be performed by preprofessional workers in educational services are usually defined by those with whom they will be working - the principal, classroom teacher, special teachers, librarians, and museum curators. Entry level jobs in each of the three categories indicated should be viewed as developmental. Flexibility and awareness of impeding possible expansion or modification in the tasks given the worker should be paramount.

The duties of the preprofessional workers can be divided into three main categories, which serve as overall frameworks, within which they function:

Housekeeping duties, covering the various preparational and cleanup duties which facilitate the role of the teacher or the professional staff. Examples include such items as: obtaining supplies from storage room; checking room to ensure good ventilation, lighting, and seating arrangements; erasing blackboards; cleaning and putting away art supplies; setting up and cleaning labs for experiments and demonstrations; passing out supplies and equipment; etc.

Clerical duties, including keeping of records concerning individual children or certain activities as suggested by the teacher. Some instances are: taking attendance; keeping roll books and health records; assisting in school office; filing and sorting; filling out library cards; preparing seating arrangement charts; arranging bulletin board displays; grading papers with the teacher's key; locating library materials; and helping prepare report cards.

Instructional assistance duties, which require some semiprofessional skills, and are performed at the request or suggestion of the teacher, after he has introduced the academic material. These duties may include: helping plan and supervise field trips; helping with reading, mathematics, spelling, and social studies; supervising study halls or lunchrooms; taking charge of one section of the class while the teacher works with a smaller group; providing assistance in seating procedures; assisting in art, music, and physical education classes; assisting in specialized classes (i.e., home economics, industrial arts, etc.); assisting in remedial education; working with students who have been absent; helping with term papers and book reports; conducting role-playing sessions; counseling students; and talking with parents.

Levels of Work. Educational services can be divided into three main levels. At the *preschool level*, the emphasis is on opportunities for creative expression and socialization, depending on the particular needs of the teacher. Workers at the aide level will perform preparational and cleanup duties which do not require instructional or professional skills or background, such as: preparing paint and chalk supplies; obtaining supplies from storage room; preparing play dough; helping tie shoes; helping children put blocks away; keeping the roll book; taking attendance; reading stories to the children; helping children with word recognition; supervising field trips and buses; supervising recreation periods; etc.

At the *elementary level*, the emphasis is on the opportunities for creative, social, and instructional expression. Workers at the preprofessional level perform preparational duties which do not require instructional or professional skills or background, of these general types: preparing paint and chalk supplies; preparing play dough; escorting children to libraries; participating in playground games; supervising the distribution of textbooks, supplies, and equipment; helping children with reading, arithmetic, spelling, and word recognition; supervising halls, lunchroom, recreation periods; and arranging bulletin boards and displays.

At the *secondary-school level*, the worker at the preprofessional level carries out various tasks, including college preparatory and vocational training. The emphasis is again on the creative, social, and instructional expression, depending on the particular needs of the teacher. The duties will include preparational and cleanup activities which do not require instructional or professional skills or background, such as: obtaining supplies from storage room; cleaning and putting away art supplies; setting up and cleaning labs for science demonstrations and experiments; keeping the roll book, health records, and attendance; arranging bulletin board displays; procuring audio-visual equipment and operating machines; supervising study halls; helping to plan and supervise field trips;

helping with term papers; counseling students; and conducting role-playing sessions.

Professional Workers in Libraries. The duties of educational services workers in libraries vary with the size and type of library. Usually they include furnishing information on library services, facilities, and rules. Library workers assist readers in locating books and other materials through the use of card catalogs and indexes. They classify and catalog books and other loan items, publicize library services, study the reading interests of people served by the library, and provide research and reference services to various groups. Library workers may also review and abstract published materials and prepare bibliographies.

Preprofessionals in Libraries. Preprofessional workers work under the supervision of professional librarians, and may be responsible in turn for supervising clerical staff. They may do some descriptive cataloging of books, such as identifying the title, author, edition, publisher, publication date, and number of pages. They may maintain files of special materials such as newspaper clippings and pictures, and arrange displays.

In large libraries, the educational services preprofessional workers may maintain controls on checkouts, reserves, renewals, and overdue materials. They may operate and maintain audiovisual and data processing equipment, including phonographs and tape recorders, as well as reading aids that magnify, project on a screen, and sometimes print out information on microfilm and microfiche cards. In addition, they may also train and supervise clerical staff.

Salaries. The salaries of educational services workers vary widely with the level of the service and the geographical location. The average salary at entry level for a preprofessional is $4,000 per year, while the mid-career average is $5,500 per year. The average beginning level salary for a professional is $7,200 per year, while the top average is $11,500 per year.

Conditions. The administration and staff of each school, library, and museum will make their own policies regarding the duties of educational services workers. In schools the duties may include work with one teacher, or some system of sharing with other teachers may be worked out. In other instances, workers might be assigned to special personnel on an ongoing basis, and accompany them from place to place or activity to activity. The work is performed during the day and seldom involves hazardous activities. It is usually done inside in pleasant surroundings.

STUDENT
LEARNING
ACTIVITIES

- View films on: *Careers in Education* and *Teacher Aides: A New Opportunity.*
- Visit a local school, meet the staff and faculty, and observe typical instructional, clerical, and housekeeping duties performed by workers in educational services.
- Talk to the educational services workers and ask questions about the instructional, clerical and housekeeping duties performed.
- Discuss in small groups the general operation of schools, libraries, and museums.
- Write short summaries on the activities observed during field trips.
- Visit a local elementary or secondary school and observe activities in at least three different grades.
- View film concerning teaching secondary schools, *High On Teaching.*
- Participate in discussion on the major tasks of educational services workers, thus becoming familiar with housekeeping, clerical, and instructional duties of such workers.
- Identify the three main categories of tasks, define them, and list at least six examples for each category.
- Search out information about the conditions of educational services workers, and report findings to class.

TEACHER
MANAGEMENT
ACTIVITIES

- Divide class into three groups and assist each group in preparing a presentation covering each of the major tasks and duties of workers in educational services.
- Arrange for students to visit local school, library, and museum to meet staff and/or faculty, as well as to observe workers performing different duties.
- Arrange room facilities and time for discussion with educational services workers.
- Organize and lead discussion on general operation of schools, libraries, and museums.

- Arrange a display of information concerning educational services, to include books, pamphlets, information folders, etc.

- Discuss with class the variety of activities performed by people in schools, libraries, and museums.

- Organize a discussion on the major tasks of educational service workers. Define and discuss the three main categories of duties in detail to include housekeeping, clerical, and instructional duties.

- Arrange and lead the discussion on the general operations of schools, libraries, and museums, and stress the comparisons and contrasts of the activities of the entry level jobs in each job family.

RESOURCES

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Measuring Educational Progress, Donald David, National Cash Register Company, Conference on the Use and Role of Teacher Aides, 1969.

A New Career in Education: The Role of the Teachers' Aide, Multimedia Publishing Corporation, 1969.

New Careers and Roles in the American School, Bank Street College, College of Education, 1970.

An Invitation to Teaching, Association for Childhood Education International, 1969.

Teachers in Early Childhood Education, California Department of Human Resources, 1968.

The ABC's of Teaching in Elementary School, American Association of Elementary, Kindergarten, Nursery Educators, NEA, 1971.

The Role of the Classroom Teacher, Great Plains National TV, (Kinescope, black and white, 30 min., purchase), 1969.

The Role of the Teacher in the Classroom, Paul S. Amidon and Associates, 1969.

Teachers at Work in the Elementary School, Bobbs-Merrill, 1969.

Teacher Aides at Work, National Education Association, 1967.

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Librarian Wanted: Careers in Library Service, Adrain A. Paradis, David McKay Company, 1959.

Living With Books, Helen Haine, Columbia University Press, 1950.

Adult Education Activities in Public Libraries, Helen Lyman Smith, American Library Association, 1954.

Be A Black Librarian, American Library Association, 1969.

Who In the World Wants to Be a Librarian? American Library Association, 1969.

Training Laymen in the Use of the Library, George S. Bonn, State of the Library Art Series, 1960.

Books, Libraries, and You, Jessie Boyd and Others, Charles Scribner's Sons, 1965.

Behind the Scenes At the Library, Edith Busby, Dodd Mead & Co., 1960.

An Introduction to Library Science, Pierce Butler, University of Chicago Press, 1961.

The Teacher-Librarian's Handbook, Mary Peacock Douglas, 2nd Edition, American Library Association, 1949.

Librarian, Universal Education and Visual Arts, (Film, color, 16 min., purchase), 1969.

The New School Librarian, Shoe String Press, 1968.

Behind the Scenes in a Museum, Visual Education, (Filmstrip, black and white), 1969.

The Museum Serves the Community, Visual Education, (Filmstrip, black and white), 1969.

Unit 4 Profile and Recommended Qualifications of Workers

INSTRUCTIONAL OBJECTIVES

1. Ability to discuss the recommended qualifications of an educational services worker, including age, education, and background qualifications.
2. Ability to evaluate his own qualifications required for entry level jobs.

CONTENT

Age Level. The age level of educational services workers varies greatly. Some workers start as early as age 16, while others continue until 65 years of age. The usual age range, however, is between 22 and 55 years of age.

Educational Level. At the preprofessional entry level most educational services workers hold a high school diploma; some have college educations. Older people at entry level jobs often hold a G.E.D. certificate, or are currently entrolled in a G.E.D. program.

Schools. At the professional level all states require that teachers in the public schools have a certificate. Teacher certification in most states also requires at least the equivalent of one-half year of education courses, including practice teaching, plus professional courses in subjects commonly taught in schools. After gaining experience, teachers can transfer to higher levels of teaching for which their training and experience may qualify them. Teachers may advance to department heads, supervisors, assistant principals, principals, superintendents, or other administrative officers as openings occur. At least one year of professional education beyond the Bachelor's degree and several years of successful classroom teaching are required for most supervisory and administrative positions. A doctorate is often required for appointment as superintendent. Some experienced teachers are assigned as part- or full-time guidance counselors, or as teachers of handicapped or other special groups of children. Usually, additional preparation and sometimes special certificates are required for these assignments.

Libraries. In many libraries, workers at the preprofessional entry level are trained on-the-job in programs that require one to three years to complete. The trend is towards preparation for library work in formal post-high school programs. Some colleges offer a two-year program for library workers, which leads to an Associate of Arts degree in library technology. Many college programs for library aides were established initially to meet a particular local need, hence may vary greatly in objective and content. Students who may be interested in becoming professional librarians should select a program with great care since credits earned in all two-year college programs in library technology are not necessarily applicable toward a professional degree in library science.

To qualify as a professional librarian, the student must usually have completed a course of study in a graduate library school. The attainment of a Bachelor's degree is usually followed by a fifth year of specialized study in library science, after which a Master's degree is conferred.

Many students attend library schools under cooperative work-study programs, combining their academic program with practical work experiences in a library. Most library schools make every effort to arrange the student's schedule to permit him to take the necessary courses while working part-time. Scholarships, numerous loans, assistantships, and financial aids for study in library science are available.

Attitudes and Values. The educational services worker should have the ability to perform assigned tasks, and should be willing to learn and to work with young children and their families. He should have an awareness of the concerns, needs, and desires of people in his neighborhood, and should be able to sympathize with people, have a sense of humor, and enjoy working with individuals and groups.

STUDENT
LEARNING
ACTIVITIES

- Study and discuss material on age, education, background specifications, and recommended qualifications of an educational services worker.
- Analyze own qualifications and compare with the recommended qualifications for educational services worker.

- ° Write a short report on the analysis and comparison of own qualifications with the recommended qualifications for educational services worker.

TEACHER MANAGEMENT ACTIVITIES

- ° Prepare material on the age, education, and background qualifications of an educational services worker.
- ° Provide opportunity for small group analysis and comparison of students' own qualification for educational services worker.

RESOURCES

New Careers for the Subprofessional, U.S. Government Printing Office.

Career Opportunities in Service to the Disadvantaged and Handicapped, U.S. Government Printing Office.

Career Counseling (Yearbook), T & I Division, American Vocational Association.

Do Teachers Make A Difference? U.S. Government Printing Office.

Teaching: A Career for a Man, Phi Delta Kappa.

Teaching As a Career, American Federation of Teachers.

Careers in Education, National Center for Information on Careers in Education.

New Careers and Roles in the American School, Bank Street College of Education.

Requirements for Certification of Teachers, Counselors, Librarians, Administrators for Elementary Schools, Secondary Schools, Junior Colleges, National Education Association, 1967.

The Teacher and Administrative Relationships in School Systems, Macmillan, 1968.

Libraries and You, Channing L. Bete, 1969.

Library Instruction Guide: Suggested Courses for Use by Librarians and Teachers in Junior and Senior High Schools, Shoe String Press, 1967.

Unit 5 Career Lattices and Mobility

INSTRUCTIONAL OBJECTIVES

1. Ability to identify preprofessional entry level jobs in the education, library, and museum job families.
2. Ability to construct a typical "career lattice" for the education, library, and museum job families.
3. Ability to describe typical entry level jobs for preprofessional workers in the education, library, and museum job families.

CONTENT

Entry Level Jobs. A career lattice is a series of positions of gradually increasing difficulty. The first step on the lattice is usually referred to as "entry level." Entry level jobs require minimal skill and education, and are usually open to workers without prior work experience in that job. Examples of entry level jobs in educational services are:

Schools - Teacher Aide, Counselor Aide, or School-Community Aide

Libraries - Library Aide

Museums - Museum Aide

Aides in schools give assistance by performing housekeeping, clerical, or instructional duties. In libraries and museums, the work of aides consists mainly in performing clerical or housekeeping duties.

Typical Career Lattices. There are clearly identifiable career lattices in the three major job families in educational services. The lattices shown in Figures 9, 10, and 11 are based on large organizations or systems. Accordingly, the number of positions might be reduced in smaller organizations. While the career lattices emphasize preprofessional jobs, they also include professional positions.

The career lattices illustrate the presence of the opportunities for upward mobility in the major job families. Implicit in the upward mobility is the difference between "jobs" and "careers." Job training connotes training for a position which may or may not have permanence. Career training involves progress through clearly defined steps (work, and/or education) leading to a desired career.

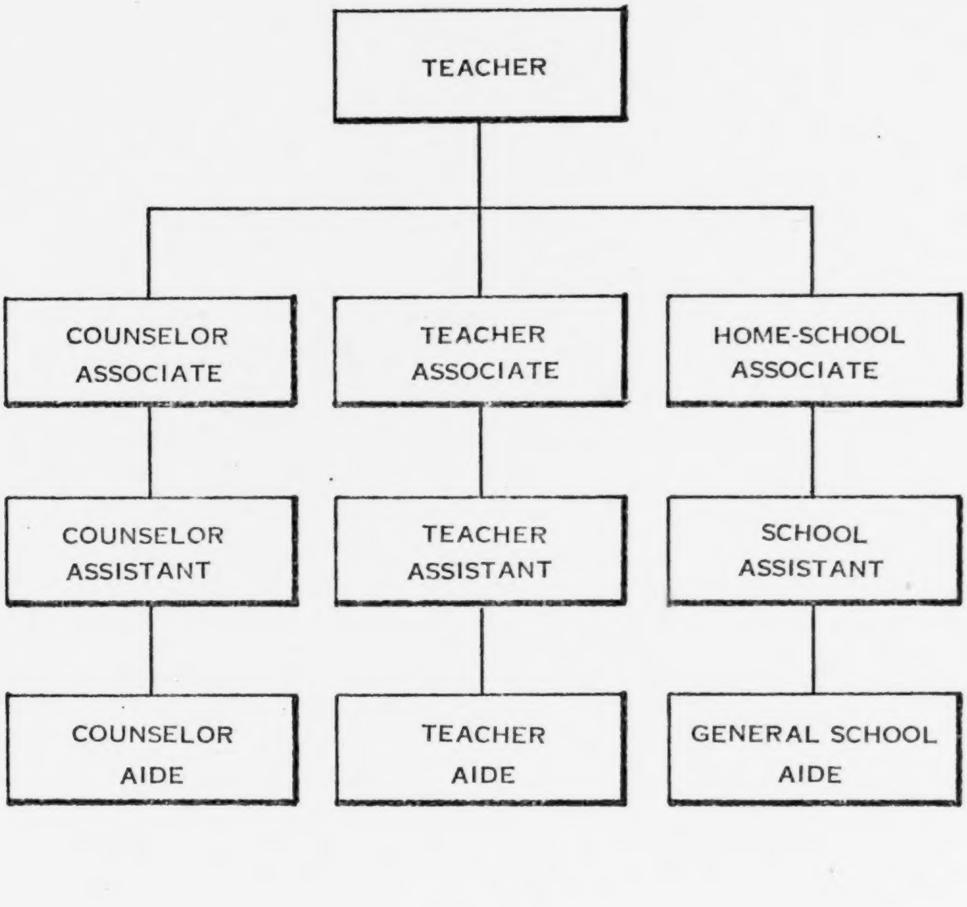
TEACHER
COUNSELOR ASSOCIATE
TEACHER ASSOCIATE
HOME-SCHOOL ASSOCIATE
COUNSELOR ASSISTANT
TEACHER ASSISTANT
SCHOOL ASSISTANT
COUNSELOR AIDE
TEACHER AIDE
GENERAL SCHOOL AIDE

Figure 9 - Typical Career Lattice - Schools

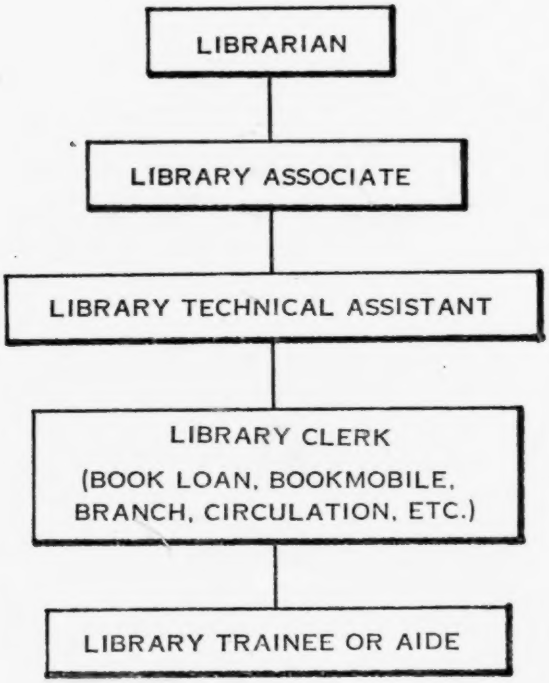
LIBRARIAN
LIBRARY ASSOCIATE
LIBRARY TECHNICAL ASSISTANT
LIBRARY CLERK
(BOOK LOAN, BOOKMOBILE, BRANCH, CIRCULATION, ETC.)
LIBRARY TRAINEE OR AIDE

Figure 10 - Typical Career Lattice - Libraries

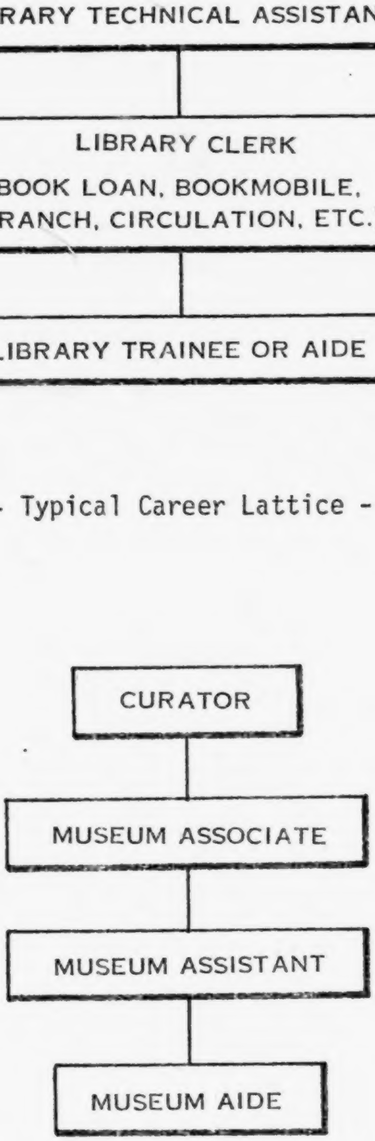
CURATOR
MUSEUM ASSOCIATE
MUSEUM ASSISTANT
MUSEUM AIDE

Figure 11 - Typical Career Lattice - Museums

STUDENT LEARNING ACTIVITIES

- Define the following terms: career lattice; career mobility; and entry level job.
- List and describe at least one preprofessional entry level job found in each of the major job families in educational services.
- Discuss with other students or a counselor the typical activities of each entry worker in educational services.
- Construct a typical educational services occupations career lattice for one job family to show the upward mobility of the career lattice.

TEACHER MANAGEMENT ACTIVITIES

- Prepare a bulletin board display of a "career lattice," showing photographs and a job description for jobs in a specific educational services career family.
- Organize students into small groups to discuss typical activities of each entry level job.
- Discuss educational services occupations career lattice for the three main job families and discuss concept of upward mobility.

RESOURCES

Dictionary of Occupational Titles, U.S. Department of Labor, U.S. Government Printing Office, 1965.

Educational Placement Guide, National Center for Information on Careers in Education, 1969.

Careers in Education With Your Federal Government, U.S. Civil Service Commission, 1970.

Teaching As a Career, American Federation of Teachers, 1968.

New Careers in Education, National Institute for New Careers, University Research Corporation, 1970.

Museums Today and Tomorrow, Universal Publishing, (Filmstrip, black and white, 36 frames), 1969.

Unit 6 Employment Prospects

INSTRUCTIONAL OBJECTIVES

1. Ability to identify at least three sources of information and statistics concerning employment outlook in educational services.
2. Ability to compare data dealing with the employment expectations of jobs in educational services with their own job goals.

CONTENT

Employment Outlook. It is estimated that approximately four million persons are employed in the field of educational services throughout the country in various professional and preprofessional positions. The initial impetus for the preprofessional movement in the educational services field was in response to severe manpower shortages at the professional level. In the schools, the need for help was typified by the increasing complaints of teachers that they had little time to teach. Similarly, the increasing volume of information being produced was overwhelming the professional in the library field. Use of noncertified preprofessionals became a necessity in the face of a dearth of professionals.

The manpower crisis in much of the educational services field seems to be coming to an end, at least in well-populated areas. Having enough people to do all the work in schools, libraries, or museums is becoming a secondary concern. A more important consideration is having the kind of staff which can deliver the quality of service that is consistent with the educational needs of people.

Because of the large size of the educational services profession, a substantial number of jobs will open each year from retirements and other leavings. Turnover is high - as much as 10% in some cases - since many educational service workers are young women who marry and retire from the profession.

Use of Preprofessionals. The movement to establish preprofessional personnel as regular members of the school teaching staff, library staff, and museum staff has gained momentum, and, more importantly, support from public schools, professional organizations, teacher training institutions, and civil service agencies. Colleges and universities have also become involved in educating and certifying preprofessionals recruited especially from the "disadvantaged" population.

The jobs of library assistant, teacher aide, etc., are becoming increasingly important because of the realization that nonprofessional and semiprofessional personnel can and should relieve professionals from repetitive detail. It is clear that the use of preprofessionals is becoming a common practice in educational services.

Sources of Employment Information and Statistics. Most libraries offer a wide range of books which describe the employment opportunities available in the educational services. The *Occupational Outlook Handbook* and the *Occupational Outlook Quarterly* are two excellent sources of information.

Information may also be obtained from State Departments of Employment, or the U.S. Department of Labor, Bureau of Labor Statistics. Most state employment services offer a large supply of brochures concerning the employment outlook of specific jobs. Usually single copies of such materials are available free of charge. The following professional associations also have materials concerning employment prospects:

Education - National Education Association
1201 Sixteenth Street, N.W.
Washington, D.C.

American Council On Education
1785 Massachusetts Avenue, N.W.
Washington, D.C.

Libraries - American Library Association
50 E. Huron Street
Chicago, Illinois 60611

Special Libraries Association
235 Park Avenue, South
New York, New York

STUDENT LEARNING ACTIVITIES

° Study file on statistics and information on the expectations of jobs in educational services.

- Discuss career possibilities and requirements for employment as a teacher aide in your school district.

- Learn about the employment opportunities available in your own area in: university extensions, junior colleges, colleges or universities, adult education, recreation departments, technical schools, private agency programs, etc.

- Discuss local continuing education programs available to professionals and aides in educational services who want to improve their professional skills.

- Collect and discuss information on the requirements to enter an institution of higher education to prepare for a professional level position in educational services.

- Discuss and compare employment goals with the statistics and information on the expectations of jobs in educational services.

- Write a short summary of your employment goals.

TEACHER MANAGEMENT ACTIVITIES

- Prepare file of statistics and information concerning the expectations of jobs in educational services and make it available to students.

- Arrange for and lead discussions concerning career possibility and requirements for "merit promotion" of aides in local school districts, libraries, or museums.

- Arrange for students to visit the local office of the state employment service and discuss the employment outlook for educational services.

RESOURCES

Occupational Outlook Handbook, U.S. Government Printing Office, 1970-71.

New Careers for the Subprofessional, U.S. Government Printing Office, 1970.

Teaching Opportunities: A Directory of Placement Information, U.S. Government Printing Office, 1969.

Educational Placement Guide, National Center for Information on Careers in Education, 1970.

What We Need to Know About Educational Manpower, U.S. Government Printing Office, 1969.

Your Future in Elementary Education, Harcourt, Brace and Jovanovich, (Sound, Filmstrip, color, 15 min., purchase), 1969.

Qualities of Experience and Educational Philosophy, College and University Press, 1969.

Key to a Future, (Librarian, Career), Winey Productions, (Film, color, 16 min., purchase), 1969.

Section 4

RESOURCES MANAGEMENT

Section 4

RESOURCES MANAGEMENT

Unit 1 Nature of the Field

INSTRUCTIONAL OBJECTIVES

1. Ability to identify at least four major job families found in the field of resources management.
2. Ability to list and describe at least six natural resources which governmental agencies frequently are responsible for managing.
3. Ability to identify the difference in the types of resources management activities performed at the federal and local level.
4. Ability to compare and contrast the general functions of workers within resources management.

CONTENT

Natural Resources. Forests, rangelands, minerals, wildlife, air, and water are all a part of this country's natural resources. Many governmental agencies at the federal, state, and local level protect, manage, and develop these natural resources to assure that they are not needlessly exhausted, destroyed, or damaged, and that future needs for these resouces will be met.

Major Job Families. Within resources management there are six major job families: parks; forests; agriculture; conservation; fish and game; and pollution control.

Generally speaking, these six job families are concerned with preserving, managing, and restoring natural and/or man-made environments within the public domain. Workers in the field of resources management perform a broad range of duties in accordance with the type of public service organization by which they are employed.

Major Components of Resources Management. The role of workers in resources management has many components, and varies by location and type of resource involved. Resources management, in general, has nine major components within the job families listed above, which serve as an overall organizing framework to show the scope of this important field.

Parks. Parks are the concern of local, county, state, and federal agencies. Workers in this area are charged with tending both the mounting flood of visitors and the physical facilities. The park worker at the preprofessional or professional level must be a host, educator, enforcer, protector, and custodian of the natural features or historic monuments his park is designed to preserve.

Forest Management. Most of the nation's forests are managed on a multiple-use basis, which includes watershed management, mineral resources, recreation, land classification, and grazing.

One of the most common jobs found in Forest Management is that of the forester. Foresters perform professional tasks associated with the sale of timber, road location, surveying, cruising, timbering boundaries, appraising, and sale administration. They also work up plans for logging, slash disposal, reforestation, and rehabilitation of land in the public domain.

Not all forestry management positions are related solely to timber sales. Some deal exclusively in administration, in public information and management, or various specialties.

Agriculture. The U.S. Department of Agriculture, through its system of county agents, has provided crop production, insect, and disease control; managed farm subsidies; and provided technical assistance to farmers. Many of the positions in this area of resources management require a graduate degree and several years of practical experience.

Watershed Management. This activity provides for the installation and maintenance of the land treatment and water control structures necessary to conserve the soil and to provide for improvement of watershed conditions. It provides for soil stabilization and improvement of water quality, and reduces off-site and on-site damage from flooding and soil erosion. This includes such activities as: soil analysis, range resource surveys, and trend studies. Professional level workers also participate in range and wildlife management programs.

Protection. Public lands controlled by state and federal governments are valued in the billions of dollars and are continually threatened by a variety of hazards. For this reason, this component is involved in suppression of fires; the reduction of damage from insects, diseases, and animals; and pollution control activities.

Minerals. Mineral resource management involves all minerals, including energy resources, and also covers the different types of mining operations. Mineral specialists with the Bureau of Land Management, for example, examine mining claims; evaluate and appraise properties and mineralized land; prepare studies; and prepare analyses of hazards to the public from minerals, mines, etc.

Most of the workers in mineral management are graduate mining and petroleum engineers, geological engineers, geologists, or mineral economists.

Outdoor Recreation - Wildlife. Increasing population, combined with the mobility and migration of populations into once sparsely populated areas of the public domain, is a major concern of resource managers. Recreation specialists are usually selected from candidates with degrees in resources management as they relate to outdoor recreation, landscape, architecture, forest recreation, park management, or regional planning; or specialized study in biology, geology, or conservation.

Environment. Man's survival requires protection and economizing of water, soil, open space, parks, and other public resources. The protection of such natural and man-made environments against destructive elements has become a major concern of government at all levels. This field includes waste water treatment, garbage collection, clear air, noise abatement, etc.

Administration. Administrative work in resources management involves budget, finance, internal audit, information, education, personnel, and related services. Most workers at either the state or federal level specialize in one of these areas.

STUDENT
LEARNING
ACTIVITIES

- Interview a person working in the field of resources management to determine his general functions and duties. Prepare a three-minute oral report for the rest of the class to explain what you have found.
- Identify at least six major resources being managed by local and state governments.
- Describe the field of resources management, pointing out some of the governmental agencies in your community which are concerned with it.

TEACHER MANAGEMENT ACTIVITIES

- ° Ask students to identify and discuss major components of resources management. Also ask them to rate their interest in each and give reasons for their decision.
- ° Arrange for students to visit either individually, or in small groups, local offices of state or federal agencies concerned with resources management. Examples of such visits might include:

  Forestry station,
  Agriculture experiment station,
  Dam,
  Waste water treatment plant,
  Air pollution monitoring facility.

- ° Discuss with students the major components of resources management, emphasizing the many agencies and organizations involved.
- ° Present film *Challenge for Urban Renewal*, and discuss with students the problems of unplanned migration from city to suburb, with its resulting air pollution, water contamination, and depletion of our natural resources.
- ° Subscribe to periodicals such as:

  American Forests
  American Forestry Association
  919 17th Street, N.W.
  Washington, D.C.

  The Living Wilderness
  Wilderness Association
  729 5th Street, N.W.
  Washington, D.C.

  Parks and Recreation
  National Recreation and Parks Association
  Pennsylvania Avenue
  Washington, D.C.

RESOURCES

Conservation, Encyclopedia Britannica Educational Corp., (Film, 16 min., black and white, or color, purchase only), 1968.

Silent Spring of Rachel Carson, CBS Reports, Available from McGraw-Hill, (Film, 54 min., black and white), 1967.

Challenge for Urban Renewal, NBC Films, (Film, 25 min., black and white, or color, purchase only), 1969.

Problems of Conservation: Forest and Range, Encyclopedia Britannica Educational.

Opportunities In Resource Management, Bureau of Land Management, U.S. Department of the Interior, 1971.

Environmental Conservation, Raymond F. Dasmann, John Wiley and Son, 1968.

Unit 2 Exploration and Conservation of Natural Resources

INSTRUCTIONAL OBJECTIVES

1. Ability to identify the three major categories which are used to classify natural resources.
2. Ability to identify at least four present or past abuses of natural resources.
3. Ability to describe the major events which led the government to become involved in resources management.
4. Ability to discuss the concept of the new environmental and resources ethic.

CONTENT

Natural Resources. Natural resources, in a narrow sense, are those uncaptured stores which are useful to mankind in any way. They can be grouped into these three categories:

Inexhaustible Natural Resources. The atmosphere, while indispensable to life, often carries many impurities. Its moisture content, temperature, and movements in great masses we know as atmosphere, constitute what is referred to as climate. Thus atmosphere is important in determining the character of soil and land. It is clearly a natural resource which greatly affects other natural resources.

Water in its cycle is also an inexhaustible natural resource. Rainfall, runoff, ground water, rivers, lakes, oceans, and atmospheric moisture constitute an inexhaustible supply of water, which, like the atmosphere, is indispensable to life. However, if this moving water supply is to serve man, it must be managed and controlled at the very least on a regional basis.

Replaceable Natural Resources. Most of man's food and clothing, as well as much of the shelter he requires, must come from plants which grow in soil, or from animals that feed on such plants; for this reason, soil is a natural resource of major significance. As a natural resource, soil is easily "worn out" by overuse or mismanagement; it must be maintained by human effort if it is to remain fertile.

Forests, whether left in their natural state or helped out by good management, usually renew themselves. Without assistance from man, the forest renewal process is often extremely slow. The practice of forestry management accelerates the renewal process and production of species most needed by mankind.

Grasslands and other forage resources are also important replaceable natural resources. Both livestock and game animals depend for support on the nation's vast areas of grasslands and edible wood plants. While the carrying capacities of these areas have their limits, they may produce forage indefinitely if they are not overused. Accordingly, wise regulation is required for such resources.

Irreplaceable Natural Resources. Minerals, including the metals, fuels, lubricants, and numerous nonmetallic, and nonfuel resources, are clearly irreplaceable. These resources are required by modern technology. Some of these resources, such as stone or clay, are plentiful, while others, such as mineral fuels and lubricants, are in relatively short supply.

Land in its natural condition is also an irreplaceable natural resource. Once such land is rapidly exploited or modified it cannot wholly regain its former condition.

Abuse of Resources. Recognizing the three major categories of natural resources, it is well to consider the attitudes of people, and how those attitudes have persisted and influenced the use of natural resources in the past.

When the early settlers arrived in North America they found vast forests down to the water's edge, and there seemed no limit to the woodlands, the rich plains, the sparkling waters, the wildlife, or the land itself, with its tremendous mineral deposits and apprently inexhaustible wealth.

Accordingly, they made lavish and unwise use of the natural resources. Tens of thousands of acres were given away to promote settlement. Cutting and clearing, with little thought of erosion hazards, were routine operations in subjugating the land. Poor construction practices, random cutting of forests, indiscriminate mining methods, contamination by sewage and chemicals,and haphazard community planning; all contributed to exhaustion of the land. Under these circumstances it is not strange that these resources proved to be not so inexhaustible.

Forests gave way over a period of two hundred years to farms and pastures, until the original area of forest had been reduced from an inclusive 822 million acres to about 149 million acres of public lands classed as commercial forest and woodlands.

Water, plentiful at first, has been used to such an extent that it is often polluted and intolerable to use. Similarly, land, minerals, and wildlife were abused to such an extent that their conservation was a matter of serious concern as early as 1900.

Conservation and Resources Management Movement. As the problems of resources conservation and management became more apparent over the years, the people of this country, acting as individuals, in community groups, through state legislatures, the Congress, various federal agencies, and special groups, attempted to find ways to bring about needed change in the policies of resources management.

Early Conservation Activities. During the early 1900's, which is generally considered to be the time the conservation movement was born, great conservation leaders accepted the challenge and focused public attention on the need for conservation, largely because of destructive timber cutting practices along the way as the lumber industry moved westward, and also because of wholesale slaughter of wildlife in the West and South.

The period from 1909 to 1933 was characterized in the field of conservation activity:

- by somewhat slow, but steady, progress in the acquisition by the U.S. Forest Service of forest lands at the headwaters of navigable streams and elsewhere in the Eastern United States;

- by establishment of the principle of federal, state, and private cooperative attack on forest fires;

- by an increasing interest in the protection and development of wild animal resources;

- by recognition of, but inadequate provision for the handling of, water-power resources;

- by the development, under federal lease and regulation, of mineral resources on public lands;

- by a slow and steady awakening of certain industries and corporations to the duties and advantages of better natural resource management;
- by healthy growth in state conservation agencies;
- by a recognition of the value and indispensability of the scenic and inspirational resources of the country;
- by a considerable extension of national and state park areas;
- by continuing failure to see clearly in human powers the greatest natural resource of all.

The 1930's - Franklin D. Roosevelt was inaugurated as President in March, 1933; there were at that time large numbers of people who had lost their possessions and jobs during prior years because of the financial crash of 1929 and the physical disaster of wind erosion. These disasters, in the view of the new President, dramatized the appropriateness of a great public works program to furnish employment and to accomplish useful work in managing natural resources.

His first major step in this direction was the establishment of the Civilian Conservation Corps under the authority of an act passed by the Congress on March 31, 1933, granting broad powers to employ young men for the purpose of conserving natural resources. The "enrollees," many of whom had never previously had any opportunity for remunerative employment, were organized into companies of 200 under army officers who operated the camps, in cooperation with the project superintendents. These superintendents, with their staffs, supervised the work of forest protection, construction, forest research, forest planting and care, soil erosion control, pest control, lake and stream survey and improvement, recreational developments, flood control on federal public lands, and on state, county, and private lands where the federal government was legally authorized to cooperate.

Post-World War II - After World War II some important gains were made in the conservation movement. Probably the most notable of these were the amendment of the Materials Disposal Act of 1947, which called a halt to the abuse of mining laws, and the reenactment of the Water Pollution Control Law.

During the following decade, the Congress increased appropriations for the National Park Service and for the recreation and wild animal life activities of the Forest Service. Support of the other conservation agencies of the federal government, such as the Fish and Wildlife Service, the Soil Conservation Service, and the Reclamation Service, was continued.

The fact that some of these agencies often appeared to operate at cross-purposes does not lessen the significance of the overall increase in public awareness and congressional support of conservation needs.

The 1960's - By the 1960's there was a growing recognition in government of the urgent need to attack new and more critical problems in natural resources. President John F. Kennedy, in 1961 issued a call for a White House Conference on Natural Resources. While the conference was dominated by federal and state officials, two important laws were an outgrowth of the meeting: in 1963 a Bureau of Outdoor Recreation was established in the Department of the Interior, and the Clean Air Act became law.

A New Ethic. The wave of indignation about problems of air and water pollution which crested in the late 1960's has led our society to the discovery that we are dependent on and part of an ecosystem that we did not invent and must not destroy.

This realization has forced us to ask ourselves some very fundamental questions. Where and how do we want economic and urban growth? How can we best use and reuse our natural resources? How can we adjust our priorities to insure that we fulfill our energy, transportation, housing, recreational, and personal consumer needs without intensifying environmental problems we did not anticipate and do not want?

More and more people within our society want to participate in the development of a new environmental ethic - a way of life which will allow us to retain and improve the life-enhancing features of technology without repeating and intensifying the mistakes of the past. A central role of resource managers is to support this national effort and to help change those habits and those obsolete viewpoints which have led to our current confrontation with gross pollution and threats of irreversible environmental damage.

STUDENT
LEARNING
ACTIVITIES

- View films *Basic Ecology* or *House of Man: Our Changing Environment*.
- Research a topic related to an environmental problem; interview one or two local government officials concerned with pertinent resources management, and report back to the class.
- Prepare a list of examples of man's failures to manage the environment.
- Write a short summary report concerning Conservation of Natural Resources.

- Discuss the concepts of multiple uses of forest land, reforestation, rationale for watershed management, and energy resources conservation.
- Prepare a chart listing ten natural resources found in this country and determine the rate of depletion.

TEACHER MANAGEMENT ACTIVITIES

- Discuss with the class meanings of ecology, biosphere, and concepts of basic life cycles.
- Discuss with class the cycles of carbon, nitrogen, oxygen, and phosphorus. Cover the concepts of birth, growth, maturity, decline, and death.
- Divide class into manageable groups and have them prepare group presentations with particular regard to analysis of environmental problems confronting resource managers.
- Arrange for students to visit the local office of a resource management agency to discuss the work done there.
- Discuss with class questions similar to these:
  - Why are our natural resources important?
  - What would happen if no one were to manage our resources?
  - Can our natural resources last forever? Why not?
  - What federal organizations help to manage our nation's natural resources?
  - How can you help to manage and preserve our resources while you are in school?

RESOURCES

Basic Ecology, Encyclopedia Britannica Educational Corp., (Film, 27 min., black and white, or color, purchase only), 1969.

Toward A New Environmental Ethic. U.S. Environmental Protection Agency, 1971.

Environmental Education - Information, Ideas and Activities, V. E. Viran, et al., *The Instructor,* Vol. 80.

Fundamental Concepts for Environmental Management Education, (K-16), Robert E. Roth, *Environmental Education,* Vol. 1.

Environmental Education for Everyone - A Bibliography of Curriculum Materials for Environmental Studies, National Education Association, Stock No. 471-14600, 1970.

Unit 3 Major National Resource Management Concepts

INSTRUCTIONAL OBJECTIVES

1. Ability to describe in his own words several of the major concepts of natural resources management currently being followed in the United States.
2. Ability to identify problem areas where conflicts of rights occur in national resources management.
3. Ability to identify causes of resources depletion and describe the potential results.

CONTENT

Man's Dependence on Natural Resources. Modern man in the United States has built around himself a complex, artificial environment of homes, cities, service areas, industrial areas, and combinations of these. At first glance he seems to be completely independent of the natural environment as he luxuriates in the achievements of his technological prowess. A second look reveals that his culture is as much a product of the natural resources in the environment as are the primitive cultures.

Man needs space for living, working, playing, and transportation. He needs clean water and pure air. He depends upon solar energy and good soil to produce his food. Mechanical conveniences, communications systems, massive buildings, and the industries that produce them, maintain the economy and the standard of living; however, all draw their sustenance from the environment. Fossil fuels and water power furnish vital energy to the cities. Man cannot be independent; his way of living is, and will continue to be, determined by the availability and use of these basic resources.

Results of Resource Contamination. The reality of this relationship becomes evident when one resource becomes contaminated or depleted. Bacterial contamination of water resulted in the death of thousands of persons as recently as the last century. Although this type of contamination has now been controlled, problems of water supply continue to dominate the resource picture as the needs grow, and as pollution by unknown organic factors increases.

Air, too, polluted by a lethal combination of contaminants and stagnation, dealt death in the streets of London, England, and in Donora, Pennsylvania. Air pollution continues to increase in urban areas and to spread into rural areas; the extent of its damage to human life, vegetation, and the townscape is at present unmeasurable.

Degradation of the standard of living resulting from resource loss may be temporary or permanent. Mining towns, lumbering centers, and agricultural areas have depleted the resources upon which they were dependent. The subsequent collapse of the economic structure left residents with the alternatives of poverty or migration.

Man's Place. There is a pattern in nature, and man is as much a part of a larger ecosystem as is the deer in the forest. Man must consider the entire pattern and adjust to it, not merely appropriate and destroy. Long-range planning is required. The cities, the states, and the nation cannot maintain positions of wealth and leadership unless the people learn to manage natural resources wisely.

Natural Resources - A Temporary Privilege. Our possession of natural resources is a temporary privilege, carrying with it the responsibility for prudent management.

The earth's crust and its mineral content have been in the process of formation for over four and a half billion years. The entire history of modern man encompasses not much more than 7,000 to 10,000 years. During this relatively short time, the cultural evolution of man - i.e., his development in art, science, and government - has expanded and accelerated, and proportionate changes have been produced in the environment. In many instances, irreparable damage has been done to landscapes and resources developed over eons of time. The land and its natural resources have been continually exploited in man's pursuit of "progress."

Any generation can own a resource only temporarily. The generations to come will also own it temporarily, and their welfare will depend on the state of the resource when it is delivered into their hands.

Man's Abuse of Natural Resources. Early settlers in America were overwhelmed by the wealth of its resources and the seemingly astronomical abundance of wild animals. They could not envision the changes that have occurred during the last century. Mountains have been washed into rivers as hydraulic mining operations sped the search for precious metals. Dredging operations have produced thousands of acres of sterile, gravel-laden land. Overgrazing has destroyed acres of grassland and resulted in compaction, erosion, and growth of less desirable plants. Petroleum extraction has caused large land areas to subside. There are many instances of mining abuses, water diversion, and misuse and mismanagement of natural vegetation and soils; and the exploitation continues. Paving for highways and parking lots causes much of this land to be permanently lost to agricultural use. Is this the best use of the land?

Conflicting Rights. The conflicting rights of society and individuals in the utilization of natural resources must be defined and protected.

Groups of people with different interests often conflict strongly over the uses of a resource. For example, the use of public domain for profit is a recurring cause of controversy. Some individuals wish to purchase parcels of this land for economic reasons. Others, failing to realize that entire communities are dependent upon the product of public lands, look upon economic operations such as timber harvesting, mining, and livestock grazing as pure destruction. Protests also come from working people dreaming of their annual vacation of hunting and fishing or of just spending a quiet week in a cabin in the woods. Federal and state governments, in accordance with the principles of multiple use, are withholding large acreages of public lands for recreational use, but many people who want to use the public domain for recreation feel that their equity in the land gives them special privileges for whatever they desire. They see little relation between their personal pleasure and the local or national economy.

Americans prize freedom, but freedom entails responsibility. If an individual or a group fails to act responsibly, then authority must exercise controls to protect the public interests, as it has done in the following instances:

A manufacturing company wished to establish a large plant on a river, which, with it tributaries, is a spawning ground of salmon, steelhead, and striped bass. The company's operations would have caused millions of gallons of effluent to be dumped into the river, poisoning the salmon, of which 100,000 are caught annually in fresh and salt water by sportsmen, and contaminating the water used for swimming and boating as well.

This company was required by law to purify the effluent at great expense before releasing it into the river. Similarly, flagrant use of pesticides has polluted adjacent waters and caused kills of fish and wildlife. Now farmers are required to see that the use of pesticides does not destroy wildlife.

Power companies which build dams with accompanying power houses are required to release a sufficient flow of water to preserve fish life or to minimize losses by building and operating fish hatcheries.

What this country will be like fifty years from now will depend on how well we are able to practice self-control in the utilization of our natural resources. It is for this reason resource managers are playing a growing role in our society.

Results of Natural Resource Depletion. History is filled with grim reminders of the disregard of various societies for their natural resources. In several instances depletion of natural resources has brought about impoverishment, social decline, and decay of civilization.

Topsoil is said to be more precious than gold. Many early civilizations disregarded soil conservation. Their neglect resulted in erosion and flooding of rich valleys, clogged irrigation canals, depleted water supplies in dry seasons, unnavigable channels, and poor crop production.

In Mesopotamia, now Iraq, farming began 7,000 years ago. At the peak of Mesopotamian civilization, when Nebuchadnezzar built the Hanging Gardens of Babylon some 2,500 years ago, an estimated 17 to 25 million people lived there. The region was endowed with rich fields, but the climate was very dry. An intricate system of canals had been dug to bring water to the crops. As the population grew, these canals were extended farther and farther from the rivers, but erosion from the ever increasing farmlands was ignored. Silt choked the canals, and the crops died. The huge public works projects of clearing canals were interrupted from time to time by revolutions and invasions, so eventually there were not enough men to do the job. The people fled the land, victims not of human enemies, but of silt in water systems. Today the population of this once prosperous land is about one-fourth its former size, and the area is poor.

In our own country, the coal mines of Appalachia and the cotton lands of the South have been depleted; wet lands have been drained; buffalo lands have been plowed; and topsoil has been eroded. Many regional and local resources are destroyed by recurring floods and fires.

Ultimate Depletion of Natural Resources. As Unit 2 described, such resources as air, and water in its cycle, are generally considered inexhaustible. However, most natural resources in the United States and the world are subject to ultimate depletion.

Depletion by Population Expansion. It took all of recorded history up to the middle of the nineteenth century for the world's population to reach one billion. It took only the span of one lifetime to add the second billion. Today there are three billion people in the world, and according to the median estimate of the United Nations, there will be more than six billion within the next 35 years.

If present trends continue, the United States will have 9.5% of the world's population within 15 years. At that time this 9.5% will be consuming 83% of all the raw materials and resources produced by the entire world.

If we are to accommodate the anticipated population, we must build 200 miles of new highways a day, three complete elementary schools each week, and five million new homes in the next 15 years. This construction is equivalent to eight cities the size of San Francisco. Serving the needs of this population will place an unprecedented demand on living spaces, forest products, water, air, agriculture, minerals, oils and gas, energy, transportation, recreation facilities, fish and wildlife, and natural areas.

Water, iron, and copper are among the basic resources for a modern machine civilization. In a recent year Americans used approximately 118 trillion gallons of water, 132 million tons of iron, and 1.5 million tons of copper. Each additional person means an added drain of 600,000 gallons of water, 1,260 pounds of iron, and 15.5 pounds of copper a year.

Depletion of Water Resources. Fresh water is among the most serious needs of America, and the world. Scientists are working day and night to perfect methods of recycling used water and desalinization of salt and brackish waters for future needs, for it has become evident that we have overdrawn our water accounts in some areas.

Depletion from High Standard of Living. The drain on the nation's resources caused by the rapidly expanding population staggers the mind. Adequate amounts of certain materials are still available from abroad, but as the resources controlled by other countries become scarce, their export restrictions will tighten. We are a "have" nation that the "have not" nations view with wonder. They envy our high standard of living and decry our extravagant waste - the planned obsolescence, the status symbols, the changing styles in automobiles, electric appliances, and clothes. These are evidences of a country rich in natural resources, but what will happen when the raw materials are gone?

Scientific Paradox. It is indeed paradoxical that scientific research and technology can provide methods for prudent management of natural resources, but can also create problems by increasing the demands on natural resources.

Technology in agriculture has increased the demands on natural resources. Today, cultivated crops are removing millions of tons of nitrogen from the soil annually. Natural processes return about one-half of that amount, and applied chemicals replace nearly one-third; the net result is an overdraft from the soil. This must be replaced by increasing the amount of synthetic fertilizers. When World War I cut off the importation of nitrates needed in the manufacturing of explosives, chemists discovered that free nitrogen taken from the air and mixed with oxygen and other compounds duplicated the natural nitrates. This process has been highly developed to produce nitrates for agricultural purposes.

Synthetic Materials. Scientific research and technology help to analyze many other problems relative to natural resources. Nearly all of our uranium, natural rubber, manganese, industrial diamonds, chrome, nickel, and tin used to come from outside the United States. Since World War II, the big challenge has been to develop methods of conserving supplies of these items and of developing substitute materials. Industry has made extensive use of relatively abundant resources such as air, water, sand, limestone, coal and petroleum products, natural gas, sulphur, salt, and wood; thus conserving scarce resources.

By studying the complex molecules in wood, silk, rubber, and cotton, chemists have produced plastics and synthetic fibers, which are not only satisfactory, but sometimes superior replacements for the original products. Rayon, a substitute for silk, was first produced in the early 1900's. After World War II, tremendous strides in the development of synthetics and plastics ballooned the production of these materials into a major industry, and chemical modifications in natural fibers enhanced their natural beauty and created greater serviceability.

Many people look upon synthetics as the solution to the problem of diminishing resources, but they are not, because all synthetics are made from the earth's natural resources. Furthermore, their manufacture creates enormous demands on water and power.

No area of the world, nor science itself, can be depended upon to replenish exhausted resources indefinitely.

Results of Scientific Advances. The achievements and the promise of science to substitute for, or to alter, natural resources for the needs and wants of the peoples of the world are notable and praiseworthy. Nevertheless, it is wishful thinking to rely on science to solve our resource problems before the resources are exhausted. The scientist does not share such naive optimism, for he knows that all materials used in science and technology come from the natural earth.

Future Possibilities. Science can discover means of effecting conservation. Opportunities for science to serve man in such a manner should be recognized and encouraged, for they compensate, in part, for the resource problems science creates. Science and technology should serve as handmaidens to society as a whole and over the long term. Their goals should be to improve man's way of life and, at the same time, to help manage natural resources and to supplement and replenish them whenever possible.

Man can try to atone for his mistakes. Ghost towns can be made into state parks; topsoil can be transported to mine tailings to make them habitable; time, fertilizers, and water may restore grasslands; water can be pumped into underground reservoirs that once contained petroleum. Obviously, however, such improvisation cannot continue indefinitely.

Effective conservation practices may extend the use of resources long enough to provide time for scientists to replenish some of the exhausted resources, but, in large measure, conservation should be viewed as those practices necessary to sustain a livable and useful world environment.

The problem of conservation cannot be solved by science or government alone. The philosophy of conservation will be manifested when each citizen approaches all problems concerning natural resources with this question: What method of handling this resource will bring the greatest benefits to the greatest number of people for the longest period of time?

STUDENT
LEARNING
ACTIVITIES

- Plan a speakers' program for resource people to discuss the major concepts presented in this unit.
- Use a hypothetical situation as a model to develop one program which will deplete the natural resources and a second which manages the resources. Compare the results of the two models.
- Participate for one or two days in the work of a local resource agency. Inquire of the agency management what its management concepts are.

TEACHER MANAGEMENT ACTIVITIES

- Collect and make available to students information on policies of natural resource agencies.
- Arrange for brief field experience for students with a local resources management agency.

RESOURCES

Our Native Land, National Association of Manufacturers, 1962.

Americas' Natural Resources, Charles H. Callison, The Ronald Press Company, 1957.

Concepts of Conservation, The Conservation Foundation, 1967.

Teaching Conservation and Natural Science In the Outdoors, California State Resources Agency, 1964.

Natural Resources In Our Economy, Stead Joint Council on Economic Education, 1969.

Future Environments of North America, P. Darling, Editor, Natural History Press, 1966.

Resources of Tomorrow, Henry Becker, Holt, Rinehart, and Winston, Inc., 1965.

Unit 4 Governmental Resource Management Organization

INSTRUCTIONAL OBJECTIVES

1. Ability to identify the major federal departments concerned with resources management.
2. Ability to describe the role of selected agencies in an area of resources management of interest to them.

CONTENT

Federal Agencies. Numerous federal departments are involved in the management of our natural resources: the Departments of Interior; Agriculture; Commerce; Housing and Urban Development; and Defense. Each of these departments includes various agencies concerned with specific aspects of natural resources management; only some of the more important are covered in this Unit.

Department of the Interior

The Department of the Interior is almost entirely devoted to the management of natural resources. Some of its more important Bureaus are listed below:

The Bureau of Land Management, established in 1946, is custodian for over 60% of the Nation's public lands, and administers over 470 million acres of federally-owned lands, mostly in the West, including approximately 149 million acres of forest and woodlands. This administration is conducted on the basis of multiple-use principles for such uses as grazing; fish and wildlife, recreation, timber, water, range, and wilderness protection; and mineral production.

The Bureau is also responsible for the development, conservation, and utilization of the natural resources and the mineral resources of certain acquired islands, and the submerged lands of the Outer Continental Shelf.

Public domain lands may be made available for lease or purchase for such environmental improvement purposes as public parks, sanitary land-fills, and rights-of-way for highways with extra width for scenic purposes. Technical and financial assistance (confined to agency-administered lands) may be applied to regional environmental problems in cooperation with local governments.

The National Park Service plans, develops, and administers the natural, historic, and recreation areas comprising the National Park System, and provides for preservation, interpretation, and enjoyment of other properties of scenic, natural, historic, and archeological significance.

Its Registry of Natural Landmarks and Registry of National Historic Landmarks provides for evaluation and recording of unique properties.

Through a Park Practice Program, it provides technical assistance to state and local agencies and citizen groups for planning, acquisition, development, and other technical services relating to park and recreation matters. The Service publishes periodicals on park practice and allied subjects.

The Bureau of Reclamation, a powerful force in the West since 1903, plans, constructs, and operates water storage, diversion, and development projects in Western States for domestic and industrial use. Its Reclamation Projects Program provides cost-sharing loans to reclamation districts and other public agencies for agricultural irrigation, hydro-electric power, municipal and industrial water supply, flood control, and recreation facilities. Financial assistance may also be provided to states, counties, or municipalities to develop recreation facilities in conjunction with Bureau projects.

The Bureau consults with state and local agencies on natural beauty aspects of project location and construction such as location of roads near sites; standards of water quality; tools and techniques available to test for, control, and abate pollution; and protection of fish and wildlife.

The U.S. Geological Survey (USGS), was established in 1879, and is the largest earth science research agency of the government. It conducts research to determine and appraise the mineral and mineral-fuel resources and geologic structure of the United States; enforces regulations concerning leasing, permits, and licensing of the same; conducts investigations to provide technical information required for economic development and best use of water resources; surveys flow and sediment discharge, reservoir contents, and location and safe yields of underground waters. The agency carries out surveys, mapping, and water resources investigations in cooperation with state and local governments, financed on a 50-50 basis.

The Bureau of Mines is responsible for conservation, research, and development of mineral resources, and for promotion of health and safety in mineral industries. It studies air and water pollution related to mineral development and use, and develops model control regulations in cooperation with industry; its personnel also serve as advisors to local and state air groups. The Bureau makes grants for research in solid waste disposal.

Some subjects of recent Bureau study include: sulfur compounds in fuel coal and oil; control of dusts and fumes from metallurgical and chemical processes; acid mine drainage; control of pollution from back-filling strip mined areas; and disposal of solid wastes from open pit and underground mining operations.

The Bureau of Commercial Fisheries conducts research and other programs for conservation and management of commercially important fishing resources on the high seas, coastal and estuary areas, the Great Lakes and other interstate waters, and at water projects of federal agencies. It also provides grants, loans, and technical assistance.

The Bureau of Sport Fisheries and Wildlife manages fish and wildlife resources in conjunction with state agencies. It operates national wildlife refuges and national fish hatcheries, and has special responsibilities for migratory birds, and rare and endangered species. The Bureau administers grant programs (Federal Aid in Wildlife Restoration, and Federal Aid in Fish Restoration) providing funds for states to increase wildlife and fish populations.

The Federal Water Pollution Control Administration reviews water quality standards proposed by the states for interstate waters; carries out interstate enforcement actions; makes grants for construction of municipal waste treatment systems; carries out research and development programs; provides assistance for training fellowships and research; and makes river basin planning grants and program grants to state and interstate pollution control agencies.

The Bureau of Outdoor Recreation promotes coordination among federal plans and programs in this field, and identifies and plans actions needed to protect, develop, and improve the Nation's outdoor environment and recreation resources. The Bureau offers technical assistance to state and local government and private interests in planning, acquisition, and development of outdoor recreation resources.

The Land and Water Conservation Fund Grant Program provides financial assistance for planning, acquisition, and development of state and local public outdoor recreation areas in accord with state outdoor recreation plans. The Fund also finances acquisition of recreation lands and waters by the Bureau of Sport Fisheries and Wildlife, the Forest Service, and the National Park Service.

Bureau publications include a periodical, *Outdoor Recreation Action,* and reports on such subjects as recreation trends, land price escalation, trails, and private and federal aids to recreation.

Department of Agriculture

The Forest Service manages the National Forests and Grasslands to ensure multiple-use and sustained yield of renewable natural resources. It conducts research in forest and other wild land management, forest fire prevention and control, forest insect and disease control, forest products utilization, forest land recreation, and forest economics.

Through its Cooperative Forestry Programs, the Forest Service provides technical and financial aid to state, local, and private forest landowners in cooperation with state agencies to encourage better fire, insect, and disease protection; better multiple-use management practices; increased tree planting for windbreaks, shelterbelts, and forests; and improved practices in harvesting, processing, and marketing forest products.

Department of Commerce

The Environmental Science Services Administration serves public agencies and the public in efforts to protect woodlands, ranges, waterways, and coastal areas against fire, flood, and storm. ESSA provides six categories of services: fire and agricultural weather, and data and forecasts concerning rivers and floods, the Continental Shelf, the environment, and air pollution.

The Air Pollution Service is developing methods to forecast those atmospheric conditions which favor hazardous pollution concentrations as a basis for control of industrial and other sources of pollution; and is conducting studies of the natural transport, dilution, and removal of air pollutants.

Department of Housing and Urban Development

The Land and Facilities Development Administration administers a number of public facility grant and loan programs in accord with local comprehensive plans of public agencies in urban areas.

The Program for Advance Acquisition of Land provides financial assistance to reserve land for future public works and facilities.

The Open Space Land Program shares costs of acquiring, developing, and preserving open space land for permanent public uses, including recreation, conservation, and natural beauty; it may also cover costs of buying developed land to be cleared and used for open space, and some costs of demolition and development of land acquired under the program.

The Public Works Planning Program offers financial interest-free advances for surveys and studies necessary to public works projects such as sanitation and water facilities, roads and streets, parks and recreation facilities, and non-federal river and harbor improvements.

The Sewer and Water Facilities Program shares costs of construction of these facilities.

The Renewal Assistance Administration administers and coordinates urban improvement programs in developed areas.

Its Code Enforcement Program offers financial assistance for local planning and administration of programs to arrest deterioration and aid restoration of both properties and environments.

The Community Renewal Program provides financial assistance in preparing, completing, or revising renewal programs, including costs of studies.

The Demolition Grant Program helps pay for demolition of legally unsound structures in or out of urban renewal areas.

The Urban Beautification Program makes grants for local beautification and improvement work, such as development of parks; upgrading of public areas, such as malls and waterfronts; and for provisions of "street furniture" and planting.

The Urban Planning Assistance grants supplemental state and local funds for a wide range of comprehensive planning activities ranging from producing a workable plan for community improvement to studying regional transportation needs.

The Urban Renewal Program helps communities in acquiring and clearing land for redevelopment, rehabilitation of existing structures, enforcement of housing codes, and combinations of these. Grants, planning advances, and temporary loans and guarantees are available.

The Urban Renewal Demonstration Program helps pay costs of projects which demonstrate, develop, or test new or improved methods of preventing or eliminating urban blight.

Department of Defense

The Department's military installations encompass about 27.6 million acres on American territory. Individual installations constitute planned communities equivalent to comparable sized cities and towns. Professionals trained in applicable sciences (such as agronomy, biology, entomology, forestry, landscape architecture, master planning, and sanitary engineering) administer various programs relating to soil and water conservation, dust control, pest control, sound abatement, landscape design, "pride of ownership" programs among housing occupants, forest management, fish and wildlife conservation, recreational uses of land, and air and water pollution abatement.

The Corps of Engineers, Department of the Army, conducts a Civil Works Program to construct multiple-purpose water resource development projects. Its Water Resources Development Program provides financial assistance for multi-purpose dams, canals, and dredging projects. Individuals or organizations may request a survey of project needs through members of the U.S. Senate or House of Representatives.

The Corps is authorized to construct, maintain, and operate public park and recreational facilities at its project areas, and to permit local interests to do so. The Corps constructs beach erosion control projects in park and recreation areas owned by non-federal agencies, and develops small boat refuge harbors for recreational craft.

Efforts are made during all construction to preserve fish and wildlife; woodlands; historic, archaeological, and scenic resources; and to restore landscape features disturbed during construction. Hearings are held during project planning stages to permit expression of public views.

STUDENT
LEARNING
ACTIVITIES

- Locate on a map federal land, and identify the Department or Agency which is responsible for its management.
- Discuss with members of local, county, or state resources management groups their relationship with the federal agencies identified in this unit.
- Visit a resource management organization site or project. Examples include Corps of Engineers projects, national forests, wildlife refuges, recycling center, or water treatment plants.

TEACHER MANAGEMENT ACTIVITIES

- Subscribe to and display various publications of the Forestry Service, Bureau of Land Management, National Park Service, etc., which show their role in resources management.
- Arrange for a speaker from the Forestry Service, EPA, or other federal agency to discuss with students their organization's role in resources management.
- Arrange for a field trip to visit a resource management agency, organization, or project.
- Discuss with students such questions as:

  What services should federal and state resource management agencies provide?

  What kind of resources management services do you foresee for the future?

RESOURCES

Our Living Land, U.S. Department of the Interior, Government Printing Office, 1971.

Environment and Change: The Next Fifty Years; and Environment and Policy: The Next Fifty Years, Indiana University Press, 1967.

The Quiet Crisis, Stewart L. Udall, Avon Publishers, 1963.

Environmental Overheads, Hammond-Newsweek, Visual Study Series, Hammond, Incorporated, Educational Division, 1970.

Natural Resources for U.S. Growth: A Look Ahead to the Year 2000, Hans H. Lansberg, John Hopkins Press, 1964.

Unit 5 Career Lattices and Mobility

INSTRUCTIONAL OBJECTIVES

1. Ability to identify and describe preprofessional entry level jobs and basic qualifications for at least three of the major job families in resources management.
2. Ability to construct a typical "career lattice" for at least three of the major job families in resources management.

CONTENT

Entry Level Jobs. A career lattice is a series of jobs of gradually increasing difficulty. Entry level jobs are those jobs usually found on the first step of the lattice. They usually require minimal skill and education. Examples of entry level jobs in resources management are:

Parks - park attendant
Forests - forest aide or fire lookout
Pollution Control - waste water plant attendant

Typical Career Lattices. The career lattices for several job families in resource management are not readily identifiable. In job families such as Conservation, or Fish and Game, promotional patterns are usually accomplished through a series of in-grade salary increases.

In general, the way up for a person in the Park job family consists of a series of preprofessional positions. For example, a person may start as a laborer, which in turn may lead to gardener, then to gardener-foreman. The position of supervisor is typically the ultimate step and usually requires many years of experience, together with education beyond high school.

Another career lattice, particularly at the local governmental level, is to become a grounds keeper, and later a gardener. Some local governments, particularly cities, have specialized positions (such as greenskeeper, or tree trimmer) open to those with experience as a groundsman.

Career lattices in forestry work vary with the agencies. A worker in the U.S. Forest Service for example, may qualify as District Ranger, Staff Specialist, or perhaps Forest Supervisor in a National Forest, and may go on to a position in a regional or national office. In a federal research agency, the forester may advance to Research Forester specializing in forest management or silviculture. The top jobs in forestry work are usually held by people experienced both as rangers and as foresters.

Most of the government service positions in agriculture and pollution control are at a professional level on the career lattice, and require at least a college degree. In most instances these positions require specialization in a specific field of study, as well as a master's degree.

STUDENT LEARNING ACTIVITIES

- List and describe preprofessional entry level jobs and basic hiring requirements found in three of the major job families within resources management.
- Construct a typical career lattice for a major occupational group of your choice.
- Discuss with a resources management worker typical entry level jobs for which high school graduates are hired.
- Read pamphlets listed under Resources.

TEACHER MANAGEMENT ACTIVITIES

- Organize students into small groups by job family interest area to discuss typical activities of entry level jobs in resources management.
- Arrange for a speaker from a local, state, or federal resources management organization, or the U.S. Civil Service Commission, to address the class. Ask him to stress past and future employment opportunities, basic hiring requirements, and typical career lattices in resources management.
- Discuss with students the resources management occupational group stressing its major components.
- Discuss with class questions similar to these:

  What kind of career opportunities do you think exist locally in resources management?

Can you name any local or state organizations concerned with resources management?

What kind of job could you get in resources management as a high school graduate?

RESOURCES

Where The Action Is...A Career In Park, Recreation, and Conservation, National Recreation and Park Association, 1971.

Opportunities In Resource Management, Bureau of Land Management, U.S. Department of The Interior, 1971.

Unit 6 Manpower Needs in the 1970's

INSTRUCTIONAL OBJECTIVES

1. Ability to identify, locate, and use at least three sources of information and statistics concerned with manpower requirements in resources management.
2. Ability to identify and describe present and emergent jobs found in resources management.

CONTENT

Tomorrow's Jobs. We can be certain, as we look ahead at tomorrow's jobs in resources management, that there will be change. There will be more people working in this area and they will have a higher level of education and training. The nature of resources management is changing. Many new occupations are emerging. However, despite the certainty of change, only a small percentage of students presently in school will enter those occupations which are drastically changing in content. The overwhelming majority of students who enter resources management will find that the occupation will not change too much in the next ten years.

The U.S. Department of Labor recently made projections of growth for several of the job families in resources management. It showed that, in general, the employment growth will be fastest among those occupations requiring the most education and training to enter. Employment in professional and technical occupations will show the most rapid growth - about twice as fast as preprofessional employment. These occupations usually require the most formal educational preparation. Within resources management at the federal level, the largest increase in employment will be in professional positions.

How Jobs Occur. Before looking at employment opportunities in resources management, let us consider how job openings occur.

They stem from two sources: growth in the number of people employed in a major occupational group, and replacement needs. In resources management, the need to replace workers who leave their jobs because of death, retirement, or other reasons will be the principal source of new workers. Thus, there are frequently many openings each year in job families even when that job family is not growing or is even decreasing in size. Replacement needs are high in fish and game, agriculture, and conservation job families. In rapidly growing job families, such as parks or pollution control, expansions of the job family and creation of new jobs will be causes of increased employment.

Sources of Employment Information and Statistics. Most states and several federal agencies have information and/or statistics concerning careers in resources development. The U.S. Department of Agriculture, U.S. Department of Commerce, U.S. Department of the Interior, and the U.S. Environmental Protection Agency - all these produce pamphlets and fact sheets about such careers. Professional associations such as the American Forestry Association and the National Recreation and Parks Association also issue data concerning careers in resources management.

STUDENT LEARNING ACTIVITIES

- Explain to the local librarian your interest in resources management and ask him to recommend a text on career guidance.
- Write to the U.S. Civil Service Commission or your state employment service, and request brochures or occupational guides covering careers in resources management.
- Read those sections in the *Occupational Outlook Handbook* which describes careers in agriculture, parks, conservation,and forests.
- Collect and discuss information from newspapers and magazines dealing with resource management jobs and careers.
- Analyze own qualifications and compare with recommended qualifications for resources management worker.

TEACHER MANAGEMENT ACTIVITIES

- Arrange class in small groups to discuss present and emergent jobs in resources management.
- Provide students with addresses of resources management organizations to which they can write for career information.

- Set up display of pictures, booklets, and pamphlets depicting occupations in resources management.
- Encourage students to set up and maintain a file of clippings on changing employment patterns in resources management.

RESOURCES

Occupations and Careers, S. Norman Feingold and Sol Swerdloff, McGraw-Hill Book Company, 1969.

Working Toward a Better Environment--Some Career Choices, Environmental Protection Agency, 1971.

Manpower for Environmental Protection, *Environmental Science and Technology*, Vol. 5, No. 4, April, 1971.

So You Want to Be a Forester, Charles Edgar Randall, American Forestry Association, 1971.

Section 5

RURAL, URBAN, AND COMMUNITY DEVELOPMENT

Section 5

RURAL, URBAN, AND COMMUNITY DEVELOPMENT

Unit 1 Nature of the Field

INSTRUCTIONAL OBJECTIVES

1. Ability to identify four major problems in the field of rural, urban, and community development, and to discuss their implications.
2. Ability to identify the major job families in rural, urban, and community development.

CONTENT

Introduction. Planned rural, urban, and community development is now an important function at all levels of government. The problems of our rapid growth in the United States have spilled across local boundaries. As a result, there is an interrelationship and interdependence among our rural, suburban, and metropolitan areas. Presently, the suburbs depend in large measure upon the metropolitan areas for culture, employment, entertainment, and hospital care. At the same time, suburbs provide residential areas, schools, and shops for the more affluent residents. The metropolitan areas are becoming burdened with the poor resident as well as with the rapidly increasing tax burden needed to provide increased municipal services in waste disposal, police protection, mass transit, and related areas. Coupled with this transformation, the metropolitan areas are faced with an increasingly smaller tax base upon which to levy taxes. In addition, the rapidly developing suburbs are consuming vast quantities of land and creating serious problems in waste disposal, commuter transportation, education, water supply, and related areas.

To aid in relieving these problems, and to solve even more acute problems that may well develop, there is a critical need for professional and paraprofessional personnel in the area of rural, urban, and community development. These urgent and complex problems, emerging from our present day social, physical, and economic changes, require carefully trained personnel in community action, planning, building and zoning, and land acquisition.

Major Job Families. There are four major job families within rural, urban, and community development: community action, planning, building and zoning, and acquisition.

These four job families are primarily concerned with developing individual skills and knowledge, as well as performance of duties in support of professional planners who are employed by governmental agencies, county and city planning organizations, various state governments, the federal government, and by private consulting firms.

The four major job families are concerned with the development of skills and knowledge in such areas as chart and map preparation; land use studies; preparation of community relations material; planning of water, sewer line, street, and highway layouts; as well as the proper location of such major municipal facilities as schools and playgrounds. Persons employed in rural, urban, or community development are expected to develop skills and knowledge as they relate to one of the four major job families.

STUDENT LEARNING ACTIVITIES

- Describe the field of rural, urban, and community development, and explain why it is so important at the present time.
- Develop a chart showing how employment in the occupations of this field has increased during the past ten years.
- Develop a list of activities performed in the areas of rural, urban, and community development.

TEACHER MANAGEMENT ACTIVITIES

- Compile a file of instructional resources for students.
- Assign students to form four groups and discuss the four major job families.
- Invite a representative from the State Employment Service to make a presentation to the class on employment needs in this work.
- Invite an urban planner or a member of the Regional Planning Board to make a presentation to the class on the opportunities in the areas of this development.

RESOURCES

Dictionary of Occupational Titles, U.S. Department of Labor, U.S. Government Printing Office, 1965.

Occupational Outlook Handbook, Bureau of Labor Statistics, U.S. Department of Labor, Bulletin 1650, 1970-71 edition.

Planning for Development in New York State, New York State Office of Planning Coordination, National Clearinghouse for Federal Scientific and Technical Information, 1971.

All of the People All of the Time, Modern Talking Picture Service, (Film, 28 min., color, free loan), 1966.

Unit 2 Basic Concepts of Rural, Urban, and Community Development

INSTRUCTIONAL OBJECTIVES

1. Ability to identify the eight facets of community action, and describe the function of each.
2. Ability to identify the need for rural, urban, and community planning in everyday life.
3. Ability to discuss the major issues as they relate to building and zoning problems.
4. Ability to identify the problem involved in the acquisition of land intended for governments and related uses.

CONTENT

Community Action. In the past two decades, people have been getting more involved in the problems of their community, and have formed community action groups to bring about desired changes and improvements. The activities of these groups have been responsible for bringing about many civic projects and improvements. The scope of community action (including the components of: community topology, structure, system, theory, analysis of problems, change, and development) has been broadened to include problems, improvement, welfare, and development of the community. Community action has become an important tool of the people by increases in strength and bargaining power through the united action of people in the community.

The field of community action, as related to rural, urban, and community development is an increasingly important one. With an increase in the number and kind of problems facing communities and an increase in the overall number of communities, there will continue to be an increased demand for qualified personnel in this area.

Planning. It is evident that as our population increases, so do our problems. The need for more schools, homes, and hospitals, as well as increased traffic problems, pollution, and other concerns related to a growing population, make rural, urban, and community planning imperative. Planning decisions affect the lives of all of us. Therefore, it is important that the individuals concerned with this development have a broad understanding of what is actually involved in planning: including inventory and analysis, determination of goals and objectives, plan development, and implementation phase.

Planning is an extremely important function of rural, urban, and community development, and must be continuously pursued in order that we will have a better world in which to live.

Zoning and Building. Zoning is one method of enforcing the elements of a plan in rural, urban, and community development. Another method, of course, is a Building Code that will direct and control the types and kinds of buildings that will be built in specified areas. Both zoning ordinances and building codes are based upon police power.

Zoning. Through the division of the area into districts in which certain uses of land are permitted or prohibited, zoning serves as a guide for the development of the community. Zoning may prohibit the introduction of an industrial use into a residential area or it may prohibit the building of residences in an industrial area. The presumed purpose of zoning activities is not to remodel a community, but to provide protection for existing developments and some control for future growth.

Zoning is most effective when done in connection with a comprehensive planning program. Good zoning requires extensive basic surveys, mapping, and studies to prepare a master plan, and there is little economy or value in trying to do the zoning job alone, without the planning function.

A zoning ordinance based on, and supported by a comprehensive plan for the community, is on a firmer foundation than one for an unplanned community.

Good zoning would include these components: legal authority, zoning agencies, application of zoning ordinances, data needed for zoning ordinances, zoning ordinance preparation, zoning ordinance enactment, changes in zoning ordinances and maps, and the establishment of a Board of Appeals.

These components can be broken down into the following topics: legal authority; organization of zoning agencies; application of zoning; data needed prior to zoning ordinance preparation; preparation of zoning ordinances; enactment of ordinances;

changes in zoning ordinances and maps; enforcement of zoning ordinances; and the role of the Board of Appeals in granting or denying variances.

Building. As in the case of other codes, administration, enforcement, and adoption of the Building Code are matters of local determination and control, although normally based upon, with local modifications, the Universal Building Code, which has been nationally adopted. Officials responsible for the enforcement and administration of the Building Code should be knowledgable of federal, state, and local laws, and other regulatory measures to the building codes.

Acquisition. Acquiring adequate land for building utilization, recreation, transportation, and utilities, to meet the needs of tomorrow's population, presents a major challenge to all city and county officials. This challenge will not diminish. The amount of land available for all uses is essentially fixed, but demands for it continue to increase. As our population expands, so does the need to use the same tract of land for competing purposes.

At the present time, land is being consumed at a very rapid rate for many different purposes. Inasmuch as there is not enough suitable land ideally located to satisfy the demand, land costs are rising rapidly. This presents a serious problem to elected officials who must acquire property for community needs.

Before public officials embark upon a massive land acquisition program, a clearly defined policy should be established. A policy statement sets forth the goal of each acquisition program, and indicates methods public officials may use to achieve that goal.

Methods of Acquisition. Land is obtained in a variety of ways; the resourceful public official will explore the possibility of using all of them. Some of these ways are: full title negotiation; installment buying; tax delinquent land; advance acquisition; eminent domain; and donation.

The field of land acquisition as it relates to rural, urban, and community development is an increasingly growing one. As the demand for land increases, employment opportunities in this field will also increase.

STUDENT LEARNING ACTIVITIES

° Define or discuss in a sentence or two the following terms in relation to community action; community-topology, structure, system, analysis, theory, problems, change and development.

- List problems of your community which have been solved through the action of community groups.
- Visit areas of various communities and report on problems that you have seen which could be solved by community action.
- Interview people in various communities as to the most pressing problems of the area and the action being taken to alleviate the problems.
- Interview people in various communities for their opinion of community action and involvement in the solving of community problems.
- Conduct a survey as to the relationship between town or city officials and community action groups.
- Discuss the steps involved from the realization of a problem, to the presentation and solution of the problem.
- Do a research paper on a problem in your community which was solved through community action. List the steps involved from first action to the solution of the problem. Specify time involved.
- Write a paper on the employment opportunities in community action work.
- Identify a planning problem in a specific locality by use of the newspapers or a field trip.
- List the advantages and disadvantages of an occupation in planning.
- Discuss the relationship of planning to the other three job families of rural, urban, and community development: community action, building and zoning, and acquisition.
- List three objectives of zoning ordinances.
- Name five building and zoning ordinances employed in your area.
- List the procedures that are followed to enforce building codes and zoning ordinances in your locality.
- Visit the local town or city hall and examine the building codes and zoning ordinances in effect in your community.
- Discuss steps involved in the acquisition of surplus government property for open space and recreation.

- Define the following terms as they relate to land acquisition: full title negotiation, installment buying, tax delinquent lands, advance acquisition, and eminent domain.
- Describe the field of land acquisition and what things must be considered when acquiring property.
- Discuss acquisition costs and amounts of money available for acquiring lands for public use.
- Visit various recreation areas and discuss their advantages and deficiencies.
- Make a list of recreation spaces in your local area.
- Conduct a survey in your neighborhood to find out how well recreation land is used and located.
- Do a short report on the need for acquiring land for recreation areas.
- Write a summary of problems to be considered when establishing a land acquisition policy.

TEACHER
MANAGEMENT
ACTIVITIES

- Arrange visits to various communities to see the problems first hand and attend meetings of the community action groups in those communities.
- Provide guidance to the students with their reading assignments and research papers.
- Provide the students with various materials on community action such as magazines, books, pamphlets, and newspaper clippings.
- Ask students to discuss planning problems which they have identified from the local newspaper.
- Arrange for a visit to the local planning office to view the procedures used in the planning process.
- Arrange for a field trip through the local community to identify visible existing problems.
- Prepare a file of current zoning maps for student use.
- Prepare and order a list of films for students to view pertaining to related areas of planning.
- Subscribe to magazines and publications pertaining to local government and planning, and to recreational facilities.

- Invite guest speakers to give lectures or lead discussions on various aspects of planning.
- Arrange for students to visit the local town hall to find out how applications for zoning are submitted and approved.
- Have students make charts of zoned areas in the community in which they live and identify the type of zoning for each area.
- Have students find out why zoning ordinances and building codes are so important.
- Have each student prepare a map of a specific land area showing open space and recreational facility deficiencies that can be corrected through acquisition of land.
- Have students form groups and discuss advantages and disadvantages of recreation areas in the local community.
- Arrange for visits to various local recreation areas and land areas that could be used for recreation through acquisition by local public authorities.
- Provide guidance by showing students how to construct graphs and reports showing the ratio between recreation land acreage and population.
- Have students discuss different types of recreation areas, and the purposes that they serve.
- Arrange visits to the local planning office for explanations of proposed recreational areas and the problems that arise during the acquisition of such property.

RESOURCES

Community Structure and Analysis, Marvin B. Sussman, Crowell, 1959.

Community in Action, Severyn Bruyn, College and University Press, 1963.

Working with People in Community Action, Clarence King, Association Press, 1965.

The Human Factor in Community Work, T.R. Batten, Oxford University Press, 1965.

Community Development, National Training Laboratories, 1961.

Rural Development Planning, Earl M. Kulp, Praeger, 1970.

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Planning Functional School Buildings, M. R. Sumption and J. L. Landes, Harper and Brothers, 1967.

The Urban General Plan, T. J. Kent, Jr., Chandler Publishing Co., 1964.

Community Building Science Technique, Art, Doubleday and Co., 1956.

Rebuilding Cities, Percy Johnson-Marshall, Aldine Publishing Co., 1966.

The Place of the Ideal-Community Urban Planning, Thomas A. Reiner, Trustees of the University of Pennsylvania, 1963.

Site Planning, Kevin Lynch, Massachusetts Institute of Technology, 1962.

Legal Aspects of Planned Unit Residential Development, Urban Land Institute, 1965.

Capital Requirements for Urban Development and Renewal, John W. Dyckman and Reginald R. Isaccs, McGraw-Hill, 1961.

Town Design, Frederich Gibberd, F. A. Praeger Inc., 1959.

New Towns - Answer to Urban Sprawl? The U. S. News and World Report, February 14, 1966.

Busy Remodeler of the World, Life, October 7, 1966.

Land to Live In, Orville L. Freeman, Current, October, 1969.

Scratch a City Planner, American City, May, 1966.

Making Cities Better Places to Live, Business Week, August 22, 1970.

Urban Process: Planning With and For the Community, Architectural Record, May, 1969.

Study and Research - New Concept and Techniques, Architectural Record, March, 1970.

Local Planning and Zoning, New York Office of Planning Coordination, 1970.

Unit 3 Functions and Duties of Workers

INSTRUCTIONAL OBJECTIVES

1. Ability to identify the responsibilities and duties of workers in each of the four job families in rural, urban, and community development.
2. Ability to make a comparison of the duties required of workers in each of the four different job families in rural, urban, and community development.

CONTENT

Background. Until the 1960's, much of the governmental activity in the field of community development was concentrated in rural areas. Today, however, the majority of Americans live in urban areas, and the problems of the cities have become our most crucial domestic issue. Poverty, racial strife, congestion, pollution, inadequate housing,and other ills cry out for solutions. Americans who have not had a fair share in the general prosperity are demanding jobs, housing, education, and other services they have lacked, as well as the power to influence the decisions of government. The need for new solutions has never been greater, and much of society is looking to specialists in rural, urban, and community development to invent the means to a better future.

It is estimated that, for the next decade, there will be primary emphasis on the physical growth and development of cities. The guidelines for a city's future physical development are often expressed through a "comprehensive plan." Such a plan, typically, shows the proposed uses of the land (residential, commercial, and industrial areas; open space, recreation, etc.) as well as the distribution of public facilities, such as roads, rapid transit, schools, and parks.

Today, many comprehensive plans emphasize more the process of constant change and broad policies, rather than the narrower questions of size and location of specific facilities. Social and economic ramifications of the policies and alternatives are often mentioned.

A major reason for the growth of rural, urban, and community development is that the interconnected nature of various facets, physical, social and economic, is becoming an increasingly potent force in American life. For instance, the construction of an expressway between the center of a city and a suburban area may not merely offer better mobility to one group of citizens; but it may also destroy an existing community, create a slum in another section of the city into which the displaced persons will crowd, cause a marsh to silt up and thus deprive wildfowl of their breeding grounds, and perhaps bring about several other unintended events that may cause harm to one group or another, sooner or later. The public service workers must try to foresee both the beneficial and the harmful consequences, to weigh them against one another, and to recommend actions that will optimize the benefits and minimize the harm.

General Duties. Rural or urban development usually proceeds in specific steps: analysis of problems; identification of goals (general) and objectives (more specific); design of alternative programs to reach the objectives; evaluation of the alternatives; making of recommendations to those who must be responsible for the final decisions; and monitoring of the effectiveness of programs once they are being carried out.

In practice, these steps are not sharply separated, and often several of them go on simultaneously. Each step has its own requirements and tools which are appropriate to it. For example, in the analysis of problems it is usually desirable to get accurate and up-to-date statistical information concerning those who are actually suffering under a certain condition (say from deficient housing).

The formulation of the problem is also important: the approach to a solution may be quite different if one thinks of the poor housing being related to a particular geographic area in the city, rather than to a particular group that shares some ethnic or economic factor (such as being black, or with a median family income below, say, $3,000 per year).

Workers in rural, urban, and community development do not automatically know the desires or needs of the people. In setting goals and objectives, planners are involving, more and more, the people whom the actions will affect. Surveys, public hearings, and other means are used to insure that the worker is not merely assuming that his own values are those of the public.

Specialty Job Families. Many individuals concerned with rural, urban, and community development specialize in one specific field within a major job family. Some of these fields include:

Urban Renewal. Specialists in urban renewal have to be familiar with the complex federal legislation and procedures which have, over the past 20 years, done much to reshape the downtown areas of many American cities. Some of the key considerations in urban renewal planning are: relocation of present residents and businesses; rehabilitation of old, but structurally sound, buildings; demolition of unsound structures; and replacement of demolished structures with new construction, schools, and other needed neighborhood facilities. Today, neighborhood and citizen groups often have a considerable involvement in planning for the future of their area of the city.

Design. This specialty combines techniques from architecture and landscape architecture with planning principles. Experts in urban design often work on large-scale development projects, such as complexes of public buildings, open space, and transportation facilities.

Economic Resources Development. Workers in these areas aim primarily at economic objectives; improving levels of employment, or increasing industrial growth in an area, for example. In resource development planning, the economic aims are combined with high attention to conservation of natural resources.

Administration. These positions are usually senior ones held by experienced persons. Responsibility involves the legal aspects of rural, urban, and community development; contact with legislative bodies; hiring and training; budgeting; and the coordination of public and private activities.

Other workers are involved in program evaluation, to determine how well programs meet their stated objectives. Others are concerned with design and administration of housing codes, zoning ordinances, and passage of laws.

Salaries. The salaries of rural, urban, and community development workers vary with the type of duties they are assigned, as well as with the geographical locations of their jobs. The average salary at the entry level for a paraprofessional varies considerably. Some salaries range from a minimum of $4,500 annually to $8,000 annually. The average beginning salary for a beginning professional is $8,600 per year, while the top salary is $28,000, or more, per year.

STUDENT LEARNING ACTIVITIES

- Divide the class into four groups and discuss the goals of the four major job families in this field.
- Develop a list of occupations with responsibilities and duties in each of the four major job families.
- Identify those duties which are performed in each of the four major job families.
- Interview a worker, such as a local building inspector or zoning enforcement officer, and make a list of his specific responsibilities and duties.
- Visit the local townhall and observe what takes place when a building permit application is submitted and processed.
- Prepare a research report on the working conditions of workers in one of the four major job families in rural, urban, and community development, and make a report to the class.

TEACHER MANAGEMENT ACTIVITIES

- Arrange for the students to visit a local planning office and hear a presentation from the official in charge.
- Discuss with students the reasons why rural, urban, and community development is becoming more complex and more important.
- Discuss with the students the goals of workers in the job families of community action, planning, building and zoning, and acquisition.
- Discuss with the students the responsibilities and duties of workers in the same job families.
- Discuss with the students the duties common to all job families in this field.

RESOURCES

Innovative Zoning, Legal Memorandum, New York State Office of Planning Services, 1971.

Interim-Stop Gap Zoning, New York State Office of Planning Services, 1969.

People and Plans, Herbert J. Gans, Basic Books, 1968.

Cities In A Race With Time, Jeanne R. Lowe, Random House, 1967.

The City Planning Process: A Political Analysis, Alan A. Altshuler, Cornell University Press, 1965.

Unit 4 Recommended Qualifications of Workers

INSTRUCTIONAL OBJECTIVES

1. Familiarity with, and ability to discuss, the typical job entry qualification, such as age, education, and background experiences for the rural, urban, and community development worker.
2. Ability to evaluate his own qualifications and compare them with the recommended qualifications required for entry level jobs.

CONTENT

Age Level. As with most jobs, the basic entry age of workers in rural, urban, and community development varies greatly. In some cases it is possible to start work at age 16 as a surveyor's rod man, drafting tracer, or storekeeper. However, most people typically start at age 18 to 25 and continue working until retirement age. The usual working age range is 18 to 60.

Education. Preprofessionals at the basic job entry level have, typically, had some experiences in high school related to the job area they desire to enter, and most hold a high school diploma. Others possess a college education, which is usually required for entry at the professional level. However, many jobs such as building inspector, building manager, and senior draftsman are gained by years of experience on the job, and not necessarily by formal schooling. Most entry level older workers hold (at the very least), or are working toward, a G.E.D. certificate.

Job Entry. Approximately 9 out of 10 jobs in the federal government are covered by the Civil Service Act, which provides that competitive examinations must be taken to obtain these jobs. Persons who score the highest on the exams receive first preference in hiring, although other factors, such as veteran's status, may have a bearing also. Some jobs may not be covered by this requirement. Applicants must meet minimum age, training, and experience requirements for the particular job they desire.

Most state and local government positions are also filled by some form of civil service test, and personnel are hired and promoted on the basis of merit. Specific information on jobs available can be obtained at the State Employment office, or through the state or local Civil Service Commission. Keep in mind that there are often exceptions to the above qualifying requirements in some areas.

The needed entrance qualifications or programs to further the upward job mobility can be gained in high school, technical institutes, junior and community colleges, extension divisions of colleges and universities, and through correspondence schools. Other persons qualify for various career jobs or advance upward in their careers through on-the-job training programs, combined with part-time schooling or apprenticeship programs. Important qualifications for success are a sincere interest in one's work, and the ability to get along with others in the community.

Community Action. Entry level jobs at the preprofessional level usually require a high school education or its equivalent. Preprofessionals qualify with drafting, or clerical knowledge, or some form of community involvement activities or knowledge. At the professional level, a masters' degree is desired, with undergraduate work in city planning, architecture, engineering, or public administration.

Planning. Entry level jobs in planning typically call for experience or familiarity with the field of drafting. This applies also to the closely related areas of illustrating, and modelmaking. Some ability to visualize objects in three dimensions, and skill in freehand sketching is needed. At the professional level, a masters' degree in planning is most desirable. Planners must frequently pass civil service examinations for appointment.

Building and Zoning. Entry level jobs in building and zoning usually require a high school education or its equivalent, with some training in drafting or its related fields. Inasmuch as workers are expected to prepare and use maps, and to prepare and use building and zoning codes, additional on-the-job training or education may also be desired. At the professional level, five years or so of experience in housing, construction, architecture, or engineering is needed, or three or more years of college.

Acquisition. Job entry requirements vary in this area from minimal amounts of drafting, mechanics, or surveying gained in high school or its equivalent, to first or second level professional college degrees in housing administration, architecture, or surveying. Occupations involve assessments, establishing boundaries, protection of public properties and equipment, mapping, and community involvement.

STUDENT LEARNING ACTIVITIES

- Study and discuss material on age, education, background, experience, and training, and recommended qualifications for workers in this field.
- Analyze self interest and experiences, and compare these qualifications with the recommended qualifications for workers in this field.
- Develop a short comparative report on the analysis and comparison of your own qualifications with the recommended qualifications for workers in this area.
- Develop a list of further education or training experiences needed to qualify for a job at a higher entry level.
- Develop a list of experiences and/or types of training that would enable the student to make the most rapid progress on the job.
- Select one or more specific entry level jobs in which the student is interested, determine the local entry qualifications, salary, and working conditions,and/or duties.
- Visit the local civil service commission office and make a listing of jobs currently available, entry qualifications, salary, and working conditions and/or duties.
- Develop a list of all career jobs for which the student is presently qualified, and compare the similarities and differences between these entry level jobs.

TEACHER MANAGEMENT ACTIVITIES

- Arrange for a visit to the local state employment office.
- Prepare a bulletin board display comparing various qualifications for entry level jobs such as age, education, training, and other experience.
- Provide opportunity for group discussion and analysis of

student's own qualifications with recommended entry level qualifications for workers in this group of services.

- Provide a report or conduct a class discussion on the experiences of previous students who have entered this career area from this school.
- Arrange for a class field trip to the local Civil Service Commission office.
- Conduct a discussion on the various types of examinations required for many government entry jobs.
- Conduct a discussion on the similarity of qualifications for a specific entry level job in various parts of the country, and the resultant mobility available to workers.
- Discuss the mobility available between various entry level jobs, or between career families.

RESOURCES

The Challenge of Urban Planning, American Institute of Planners, 1970.

Employment Outlook for Urban Planners, Department of Labor, U.S. Government Printing Office, 1970.

Careers for Women: Why Not Be An Urban Planner? Department of Labor, U.S. Government Printing Office, 1971.

Urban Planner, Chronicle Guidance Publications, 1970.

Careers in Public Planning and Administration, Angelo Cohn, Henry Z. Walck, Inc., 1967.

Career Opportunities: Community Service and Related Specialists, J. G. Ferguson Publishing Co., 1970.

Unusual Careers, Martha E. Munzer, Alfred A. Knopf, Inc., 1970.

The City As a Community, Washington Square Press, 1970.

Planning Our Town, Martha E. Munzer, Alfred A. Knopf, Inc., 1964.

Cities Are People, S. Carl Hirsch, Viking Press, Inc., 1968.

Our Working World: Cities At Work, Lawrence Senesh, Science Research Associates, 1966.

Unit 5 Career Lattices and Job Mobility

INSTRUCTIONAL OBJECTIVES

1. Ability to identify preprofessional entry level jobs in the community action, planning, building and zoning, and acquisition job families.
2. Ability to construct a typical career lattice for elements within the community action, planning, building and zoning, and acquisition job families.
3. Ability to describe typical entry level jobs for preprofessional workers in the field of rural, urban, and community development.

CONTENT

Entry Level Jobs. A career ladder is a series of positions of gradually increasing difficulty. The first step on the ladder is usually referred to as "entry level." Entry level jobs require minimal skill and education, and are usually open to workers without prior experience in that job. Examples of entry level jobs in rural, urban, and community development are:

Community Action	- Community Program Aide Urban Renewal Aide Storekeeping Clerk
Planning	- Planning Aide Messenger Modelmaker Junior Architect
Building/Zoning	- Building Inspector Trainee Engineering Aide

Aides or paraprofessionals in community action assist in the preparation of education and planning programs, and in clerical and housekeeping duties. Aides in planning assist in mapping, drafting, designing, engrossing, and modelmaking; and in building and zoning, they participate in housekeeping, caretaking, and maintaining records.

Typical Career Lattices. Clearly identifiable career lattices in the major job families in the rural, urban, and community development areas are shown in Figures 12 through 16. These are based on large organization or systems, although the number of positions might be reduced in smaller organizations. While the career lattices emphasize preprofessional jobs, they also include professional positions. Specific job titles and duties to be performed will vary somewhat with the type of organization and its purposes and goals.

The career lattices illustrate the presence of the opportunities for upward mobility in the major job families. Implicit in the upward mobility is the difference between "careers" and "jobs." Job training connotes training for a position which may or may not have permanence. Career training involves progress through a series of clearly defined steps (work and/or education) leading to a desired career.

It should be noted that there are alternate routes upward through various career lattices, and that many basic skills and experiences acquired in one occupation can be used in other career lattices. The acquisition of certain skills permits horizontal as well as vertical mobility between various careers, such as clerical, housekeeping, or drafting and mapping. For example, basic drafting skills can lead to a career as a draftsman, as a mapmaker, as a modelmaker, or as a planner; or may lead into engineering and many other fields.

STUDENT
LEARNING
ACTIVITIES

- Define these terms: career lattice, career mobility, and entry level job.
- Visit a local planning, urban renewal, or development agency.
- List and describe preprofessional entry level jobs in each of the major job families in rural, urban, and community development.
- Visit the state employment office to determine the kinds of job openings in this area.
- Discuss with other students or a counselor the typical activities of each entry worker in this work.

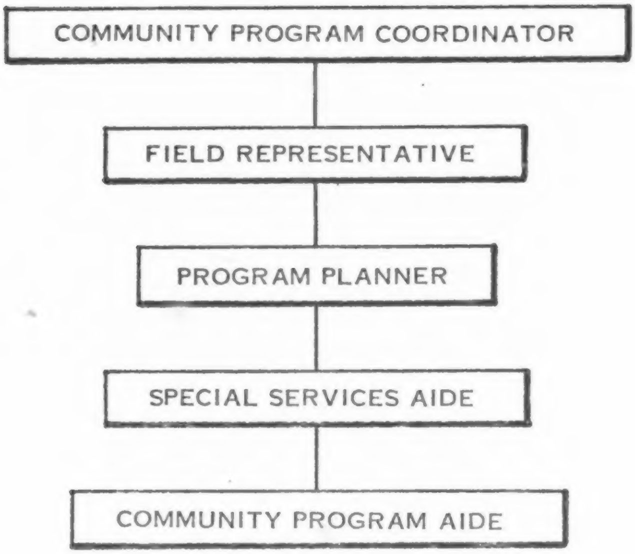

COMMUNITY PROGRAM COORDINATOR
FIELD REPRESENTATIVE
PROGRAM PLANNER
SPECIAL SERVICES AIDE
COMMUNITY PROGRAM AIDE

Figure 12 - Typical Career Lattice - Community Action

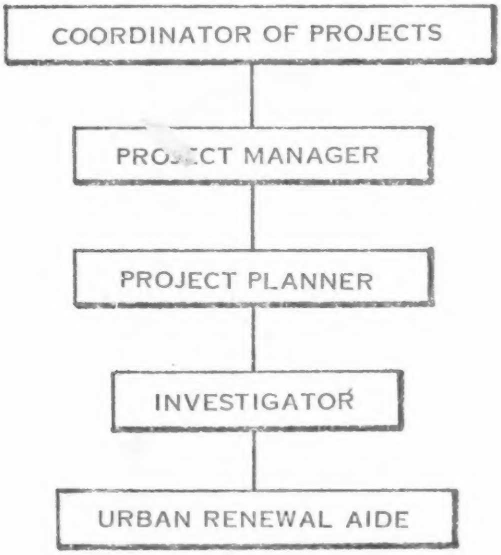

COORDINATOR OF PROJECTS
PROJECT MANAGER
PROJECT PLANNER
INVESTIGATOR
URBAN RENEWAL AIDE

Figure 13 - Typical Career Lattice - Urban Renewal

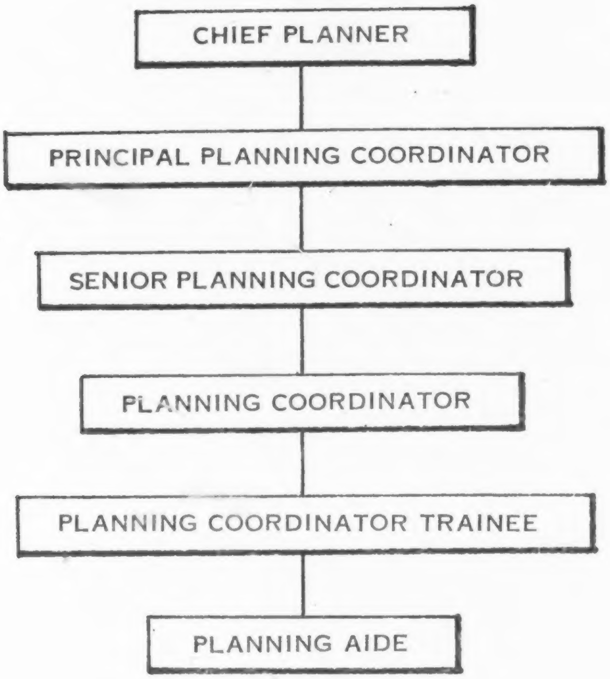

CHIEF PLANNER
PRINCIPAL PLANNING COORDINATOR
SENIOR PLANNING COORDINATOR
PLANNING COORDINATOR
PLANNING COORDINATOR TRAINEE
PLANNING AIDE

Figure 14 - Typical Career Lattice - Planning

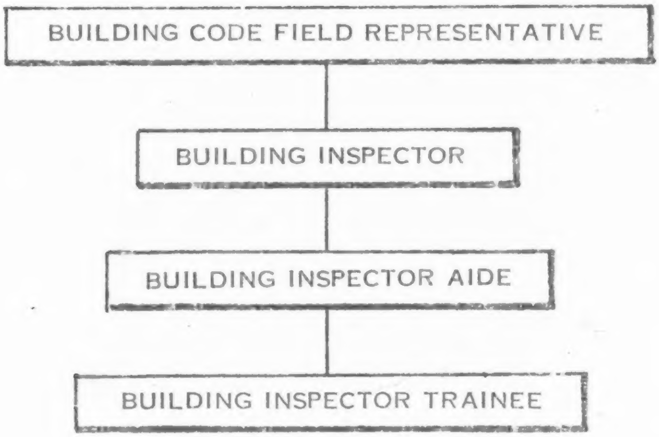

BUILDING CODE FIELD REPRESENTATIVE
BUILDING INSPECTOR
BUILDING INSPECTOR AIDE
BUILDING INSPECTOR TRAINEE

Figure 15 - Typical Career Lattice - Building Inspection

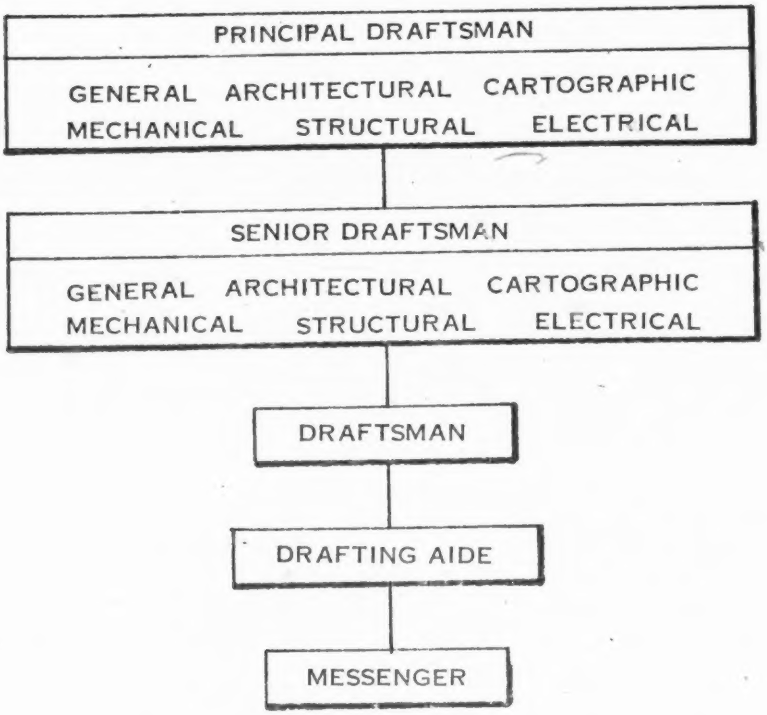

PRINCIPAL DRAFTSMAN
GENERAL ARCHITECTURAL CARTOGRAPHIC
MECHANICAL STRUCTURAL ELECTRICAL
SENIOR DRAFTSMAN
GENERAL ARCHITECTURAL CARTOGRAPHIC
MECHANICAL STRUCTURAL ELECTRICAL
DRAFTSMAN
DRAFTING AIDE
MESSENGER

Figure 16 - Typical Career Lattice - Planning & Drafting

- Construct a typical career ladder for one or more job families showing the upward and horizontal mobility of the career ladder.

TEACHER
MANAGEMENT
ACTIVITIES

- Visit a local planning, urban renewal, or development agency and view on-the-job activities typically found in this development.
- Discuss the many basic similarities for entry level job requirements found both in the private and public sectors of employment.
- Invite a public planning agency planner to discuss with students the role of his agency, its potential for job employment opportunities, and the types of jobs and skills desired.
- Prepare a bulletin display of a "career ladder" showing photographs, pamphlets, salaries, and job descriptions for a specific development career family.

RESOURCES

Dictionary of Occupational Titles, Department of Labor, U.S. Government Printing Office, 1965.

Principles and Practice of Urban Planning, International City Managers Association, 1968.

Opportunities in City Planning, Marjorie S. Berger, Vocational Guidance Manuals, 1961.

Studying Your Government, Roland J. Warren, Russell Sage Foundation, 1955.

Government Careers and the Community College, Andrew S. Korim, American Association of Junior Colleges, 1971.

Careers in Public Planning and Administration, Angelo Cohn, Henry Z. Walck, 1966.

Your Career in Civil Service, Robert A. Liston, Jullian Messner, 1966.

City Employment in 1969, Bureau of the Census, Department of Commerce, U.S. Government Printing Office, 1970.

I Like It Here, Modern Talking Picture Service, (Film, 17 min., 35 mm, color, sound, free loan), 1970.

Unit 6 Employment Prospects

INSTRUCTIONAL OBJECTIVES

1. Ability to identify at least five sources of information and statistics concerning employment outlook in rural, urban, and community development.
2. Ability to compare data dealing with the employment expectations of jobs in rural, urban, and community development, and with student's own job goals.
3. Ability to discuss the overall employment trends, both short range and long range, in the general area of rural, urban, and community development.

CONTENT

Employment Outlook. At the present time, the area of rural, urban, and community development is one that is expanding at a tremendous rate, and all indications are that it will continue to employ more and more workers in the foreseeable future. The rebuilding of America's cities, the growth of the suburbs, the preservation of open spaces, and the protection of the rural areas, as well as shifting housing and working patterns, and the general mobility of the overall population, have created tremendous pressures to plan for orderly growth, changes, and planning in both rural and metropolitan areas. Almost all communities in America are involved to some degree in planning. This in turn has generated great demands for both professionals and paraprofessionals.

Paraprofessionals perform the support functions such as drafting, mapping, aiding building inspections, or assisting surveyors, in addition to housekeeping and maintenance duties. Professionals are in great demand and the shortage of qualified planners is expected to continue for some time. In a recent year, there were about 2,000 vacancies in planning agencies, according to the American Society of Planning Officials. More recently, it was estimated that there were only about 600 university graduates in planning to fill some 8,000 job vacancies.

It is expected that the construction of new cities and towns, the development of transportation systems, the need for recreation and open areas, the rebuilding of cities, and environmental planning, will continue to generate a need for a great number of workers at both the professional and the paraprofessional levels for some time to come. This may be categorized as one of the most highest employment growth fields.

Employment Information and Statistics. The most readily available sources of information on employment are the school guidance offices and the local newspaper classified columns. Almost all libraries have a wide range of books, pamphlets, brochures, and other materials related to career information and employment trends in this field. *The Occupational Outlook Handbook*, the *Occupational Outlook Quarterly*, and other publications of the Bureau of Labor Statistics, U.S. Department of Labor, are also excellent sources. Many states and major localities also offer free materials of this general nature.

Information may be obtained from the State Employment Office, the State Labor Department, and the local Civil Service Commission. The following professional association and governmental agencies are among those which have materials concerning employment prospects:

American Institute of Planners
917 15th Street, N.W.
Washington, D.C. 20005

American Society of Planning Officials
1313 East 60th Street
Chicago, Illinois 60637

American Congress on Surveying & Mapping
Woodward Building
Washington, D.C. 20005

American Society of Landscape Architects
2013 I Street, N.W.
Washington, D.C. 20006

American Institute of Architects
1735 New York Avenue, N.W.
Washington, D.C. 20006

American Institute for Design & Drafting
305 S. Andrews Avenue, Suite 610
Fort Lauderdale, Florida 33301

American Federation of Technical Engineers
1126 16th Street, N.W.
Washington, D.C. 20036

Engineers Council for Professional Development
345 East 47th Street
New York, New York 10017

Regional Office
Bureau of Labor Statistics
U.S. Department of Labor
Address listed in *Occupational Outlook Handbook*

STUDENT LEARNING ACTIVITIES

- Discuss career possibilities and requirements for employment as a rural, urban, and community development worker in your community.
- Study the school library file on statistics and information on the job expectations in this area.
- Learn about the employment opportunities available in your own area in this work.
- Discuss local educational opportunities available in your career interest area.
- Contact a teacher or guidance counselor who is familiar with the entrance requirements for an institution of higher learning that prepares professionals in your choice of career area, and discuss your interests and qualifications.
- Write a short summary of your employment goals.
- Prepare a report for class discussion on the employment trend statistics, entrance requirements, and employment potential for jobs in rural, urban, and community development, in a specific area of community action, planning, building and zoning, and acquisition.

TEACHER MANAGEMENT ACTIVITIES

- Subscribe to the *Occupational Outlook Quarterly*, and ask students to make periodic reports on employment trends, wages, etc., as described therein.
- Arrange for students to visit the local state employment service office and discuss the employment outlook in rural, urban, and community development areas.
- Arrange for a representative of the Civil Service Office to discuss with students examinations and other job entry qualifications.

- Compile a file of newspaper listings and accounts of civil service job opening announcements, salaries, resignations, and other changes for class discussion or bulletin board display.

- Arrange for a comparative class discussion of students' employment goals, and the employment outlook locally and nationally in these fields in the major job families.

- Compile a file of educational institutions that offer course work in these fields.

- Secure employment application forms from various agencies and conduct a class discussion on the types of information asked for.

- Compile an information file on local agencies involved in these areas of development based on newspaper accounts, public relations announcements, career announcements, etc.

- Secure the correct titles, function, contact person, and addresses of local agencies involved in this work.

- Arrange for various agencies involved in rural, urban, and community development to provide speakers for class presentations.

- Arrange for students to attend public information meetings, hearings, and other types of presentations given to the community by agencies involved in these areas.

- Request local agencies involved in rural, urban, and community development work to provide classroom quantities of pamphlets, booklets, and other types of public information notices.

- Arrange for a field trip to a project being constructed, planned, acquired, or changed by an agency involved in this development.

- Compile a listing of names and addresses of national organizations involved in this field.

- Contact various agencies, foundations, or associations and determine the type of information, financial aids, and other types of assistance they may offer prospective entering workers and/or students.

RESOURCES

Tenant Services Personnel: 48 Job Descriptions from Large Housing Authorities, National Association of Housing and Redevelopment Officials, 1970.

Principles and Practice of Urban Planning, International City Managers' Association, 1968.

Education and Career Information for Planning and Related Fields, American Society of Planning Officials.

The Challenge of Urban Planning, American Institute of Planners, 1970.

Section 6

PUBLIC SAFETY, CORRECTIONS, AND JUDICIAL SERVICES

Section 6

PUBLIC SAFETY, CORRECTIONS, AND JUDICIAL SERVICES

Unit 1 Primary Functions of Public Safety, Corrections, and Judicial Services

INSTRUCTIONAL OBJECTIVES

1. Ability to identify the three major branches in the American system of government, and to explain the position of public safety, corrections, and judicial services in the structure of the American system of government.

2. Ability to identify the major job families in public safety, corrections, and judicial services, as well as describe the nature of the work for each.

CONTENT

Descriptive Overview. The major occupational group which embraces the fields of Public Safety, Corrections, and Judicial Services, is concerned with the protection of human and property rights as well as the resolution of related conflicts. The Judicial Branch, together with the Executive Branch, forms a part of the American system of government. While the Executive Branch administers and enforces the laws, the Judicial Branch complies with the laws, applies them, and judges whether persons are guilty of their violations. Public Safety is concerned mainly with law enforcement and protection against fire. The primary function of law enforcement officers is to enforce the laws, while the function of firefighters is to protect the community against the loss of life, injury, and the destruction of property by fire or any natural calamity.

The Department of Corrections administers the correctional system for adults convicted of felonies and committed by the courts to the Director of Corrections for terms prescribed by law. The Department also maintains a program of treatment designed to help each inmate to become prepared vocationally, academically, physically, and psychologically to take his place in free society. The Department also supervises parolees and addict out-patient psychiatric clinics, Halfway Houses, and anti-narcotic testing facilities.

The Department of Justice is the chief law office of the state. This Department interprets the laws, renders opinions, and represents the state in civil and criminal proceedings. It maintains central fingerprint and criminal record files, compiles statistics pertaining to crime, assists peace officers in civil and criminal investigations, and participates in direct enforcement of the laws relating to use, possession, and sale of narcotics. The Department also passes on the constitutionality of each law passed by the Legislature for the final consideration of the Governor, and represents the state on all criminal and civil matters before the Appellate and Supreme Courts.

The major authority of government which protects the health, safety, and welfare of its people is the Police Department, with the primary function of law enforcement. However, their work is not limited only to law enforcement, but covers also work in courts, prisons, and probation.

Major Job Families. The Public Safety, Corrections, and Judicial Services occupational group includes five major job families: law enforcement, fire protection, courts, corrections, probation, and parole. (Civil Defense is a function of Public Safety Enforcement.)

All these job families deal with the protection of human rights. Health, safety, welfare of the people, and property rights include some of the areas which fall under this major occupational group. People working in the public safety, corrections, and judicial services field are expected to perform competently a broad range of duties in accordance with the specific job family.

STUDENT LEARNING ACTIVITIES

- View films on *You and the Law*, and participate in discussion of the films.
- Prepare at least three questions on the primary functions of public safety, corrections, and judicial services, and discuss these with resource people in the major job families.
- Describe the fields of public safety, corrections, and judicial services, and identify the three major branches in the American system of government.
- Write a short overview of the occupational group stating the main protective duties performed within this group.
- List the major job families and compare the predominant concerns and duties of each group.

TEACHER MANAGEMENT ACTIVITIES

- Arrange for visit by resource people in the major job families.
- Have students visit local agencies in the public safety, corrections, and judicial services, and observe the primary functions of workers. Have students collect materials and information on the functions and duties of workers in this occupational group. Help students display materials and information, and share with their peers.
- Have students form small groups to discuss and compare the primary functions of the six job families.

RESOURCES

You and the Law, Guidance Associates of Pleasantville, (Filmstrips, Part I, 14 min.; Part II, 15 min.; Discussion Guide, purchase), 1972.

Police Science for the Young American, V. A. Leonard; Charles C. Thomas, 1968.

Police and Public Safety, R. E. Clift, W. H. Anderson Co., 1963.

Law Enforcement; An Introduction to the Police Role in the Community, T. F. Adams; Prentice-Hall, 1968.

Introduction to Law Enforcement and Criminal Justice, A. C. Germann, F. D. Day, R. R. J. Gallarti; Charles C. Thomas, 1968.

Introduction to Police Science, J. L. Sullivan; McGraw-Hill, 1966.

President's Commission on Law Enforcement, 6 volumes, U.S. Government Printing Office, 1968-69.

Your Future As a Policeman--Policewoman, Harcourt, Brace and Jovanovitch, (Audio Tape Reel), 1969.

Law and Its Enforcers, Westinghouse Learning, (Audio Cassette), 1970.

Modern Law Enforcement and Police Science, Charles C. Thomas, 1967.

The Police, The Judiciary, and the Criminal, Charles C. Thomas, 1969.

Introduction to Criminal Justice, J. R. Lansberry, Davis Publishing Co., 1968.

Federal Courts and Law Enforcement, McGraw-Hill, (Filmstrip, 38 frames, black and white, purchase), 1969.

A Study of the Fireman's Occupation, D. Allen, W. S. Bodner, R. Lans, J. Meyer; Division of Vocational Education, University of California, 1968.

Unit 2 Background, Organization, and Operations - Public Safety, Corrections, and Judicial Services

INSTRUCTIONAL OBJECTIVES

1. Ability to demonstrate knowledge of law enforcement agencies and their roles at the different levels by identifying at least four general objectives of law enforcement.

2. Ability to explain the components and the structure of law enforcement in the United States.

3. Ability to identify the various law enforcement agencies, explain their functions, and typical organizational pattern.

4. Ability to demonstrate knowledge of the mission of police by listing the basic police purposes and at least five major tasks the police must perform to accomplish their missions.

5. Ability to explain the organization of the police department, outline the organizational relationships and primary functions of administrative units, and describe the authority and duties of personnel.

6. Ability to identify the major police operations and explain their functions.

7. Ability to identify the major fire safety and prisons operations, and explain the functions of firemen and correctional officers.

8. Ability to demonstrate knowledge of the state and federal law enforcement agencies by describing the development, the authority and duties, and the major units of the state and federal law enforcement agencies.

9. Ability to identify the major units of related law enforcement agencies and describe their authority and duties.

CONTENT

Origin and purpose of Law Enforcement and Public Safety. Law enforcement dates back to the time of Hammurabi, a Babylonian ruler who lived about 2000 B.C.; records show existence of laws to assure order in the community. With the development of civilization, law enforcement has also developed. The basic concepts of U.S. law enforcement originated in England; for example, the New York City Police Department was formed in 1834 along the general lines of Scotland Yard.

The police belong to the Executive Branch of our government and enforce the laws established by the Legislative Branch, and interpreted by the Judicial Branch. Judgment and punishment of offenders is performed by other branches of our constitutional government. Federal, state, and local law enforcement agencies operate in their own spheres of jurisdiction, although the American police and fire prevention forces are free from federal or central control. Each community is responsible for the establishment and administration of its own police department, and its own fire department.

Different types of law enforcement agencies had different origins. The municipal police force is the most common and important branch of local government. Some police forces have been formed for specific needs, e.g., the law agencies created at the state and federal levels for the purposes of taxation, licensing, and other revenue laws. Narcotics bureaus, alcoholic control departments, and highway patrols are among the departments which have statewide jurisdiction. Because of their nationwide responsibilities, federal agencies have no geographic boundaries, and cooperate not only with state police, but also with police of foreign countries.

Organization and Operation at the Local Level. The organization and operation of the Municipal Police Department varies with the department and the district. The basic police purpose is to enforce laws in a designated district. To accomplish their mission, the police must perform these major tasks:

the prevention of criminal activities,
the repression of criminal activities,
the arrest of law violators,
the regulation of people in their noncriminal activities,
the performance of public duties.

The organization of the department defines the tasks of the police, and provides coordination and control in their work of law enforcement. Organizational relationships are similar in most police departments. The administrative units of a police department include the Office of the Chief, Departmental Divisions, special units, auxiliary units, and staff services.

Law enforcement officers have many duties, varying with the department of employment. The patrolman enforces laws in a given district. He is aided by a dispatcher, who answers telephone complaints and dispatches patrolmen to the scene. Some of the other people who help the patrolman enforce laws include the Precinct Commander, Desk Lieutenant, Patrol Sergeant, Police Cadet, Detective, Juvenile Officer, Traffic Officer, and Policewoman. In addition, there are narcotics officers, who investigate cases involving the use of narcotics; hit-skip officers, who gather physical evidence from automobile accidents for analysis; and fingerprint technicians, who obtain, classify, and file fingerprints for identification.

Major divisions of police operations include patrol, the investigative process, traffic supervision, juvenile delinquency prevention and control, and auxiliary service units.

The main functions of patrol operations are to prevent crimes and to take corrective measures when incidents occur. These functions call for methods of patrol to accomplish: the prevention of the development of criminal and other anti-social tendencies; the reduction of the opportunity for law violation; the preservation of the peace when it is threatened; and the provision of a variety of services to the public. Patrol functions provide basic police services, and may be conducted on foot, by car, by helicopter, and other means.

The investigative process has the principal purpose of investigating crimes, recovering stolen property, arresting suspected and identified criminals, and preparing cases for prosecution. The crimes more frequently handled by this group of officers include criminal homicide, robbery, aggravated assault, burglary, larceny, automobile theft, assault and battery, forgery, embezzlement, stolen property offenses, weapon violations, and offenses against the family and children. The investigative methods incorporate the detective division and auxiliary units, such as the crime laboratory.

Traffic supervision has the primary police traffic function of the promotion of safety on the streets and highways, with particular reference to drivers and pedestrians. The major traffic responsibilities are the enforcement of traffic laws, enforcement of parking ordinances, enforcement of requirements for vehicles and vehicle operators, pedestrian control, investigation of traffic accidents, and traffic education.

The Juvenile Delinquency Prevention and Control Division has the purpose of protecting dependent children, and preventing crime by eliminating (or inhibiting) the desire to commit criminal acts by juveniles who have not reached a certain minimum age, which varies from state to state, the lowest being eighteen years of age. The police officers try to discover a criminal or delinquent behavior pattern at an early age, and then try to prevent the youth from repeating the delinquency or the crime.

Auxiliary service units include communications, records, detention, and laboratory. Each unit has varied methods of helping to prevent crime and support law enforcement.

Organization and Operation at the State and Federal Level. State and federal law enforcement agencies are highly specialized in nature. The state agencies, of course, are confined within the state, while the jurisdiction of the federal agencies coversthe entire country.

Each law enforcement agency is divided into several headquarters' divisions. For the state law enforcement agencies, the major units are traffic enforcement; crime laboratory; and investigative, identification, and regulatory units.

The major units of the federal law enforcement agencies include the Department of Justice, the Department of Treasury, the Department of Defense, and the Department of State. Related agencies include courts, probation, corrections, and parole.

All the above agencies are working in unison toward a common goal: law enforcement in public safety, corrections, and judicial services.

STUDENT LEARNING ACTIVITIES

- View films on fire prevention and law enforcement and discuss with peers.
- Make a list of the law enforcement agencies and discuss each one.
- Participate in discussion on the role of law enforcement at the local, state, and national levels.
- Write a short report on law enforcement and public safety agencies and their role at the different levels.
- Identify at least three general objectives of law enforcement.
- Report to class on actual experiences with police, court, probation, and fire prevention.

- Write a short article on the powers and duties of policemen and firefighters.

- Write "actual" police reports from information transmitted on simulated criminal activity.

- Research the functions and duties of the policeman. Conduct structured role-playing centered around a problem with which a policeman might deal.

- Act out a typical problem situation with one of the members of the police force.

- Report to class on actual experiences with criminal justice system, police, court, probation, etc.

- Hold panel discussion about various careers in law enforcement and related fields.

- Take field trips to different agencies, with opportunity to question employees of same.

- Listen to tapes of experienced employees in criminal justice system, such as might involve police dispatcher's calls, reports of training officer of local police department, and an F.B.I. agent describing a day's tour of duty.

- Hold informal rap session with Police Cadets concerning the reason they chose law enforcement for a career.

- Report, both orally and written, on several careers in criminal justice system which you would like to pursue for possible future employment.

TEACHER MANAGEMENT ACTIVITIES

- Collect, and make available to students, information on law enforcement agencies.

- Arrange to have a law enforcement officer and a fireman speak to students and answer their questions.

- Arrange to have a policeman bring tangible items into classroom that students can handle and discuss.

- Arrange a field trip to local police station and have some students purchase their bicycle licenses, etc., if they have not already done so, or participate in some other activity at the police department. Repeat field trip to a local fire station.

- Subscribe to such periodicals and journals as these:

Police Chief (Journal), International Association of Chiefs of Police, 1319 18th Street, N.W., Washington, D.C., 200036.

Police (Journal), Charles C. Thomas, 301-327 E. Laurence Avenue, Springfield, Illinois, 62703.

Law and Order Magazine (Journal), 72 West 45th Street, New York, New York, 10036.

The National Sheriff (Journal), National Sheriffs' Association, Suite 209, 1250 Connecticut Avenue, N.W., Washington, D.C., 20036.

- Prepare and make available to students file of pamphlets, magazines, brochures, books such as *Occupational Outlook Handbook* and *Dictionary of Occupational Titles*, articles about law enforcement and related fields, etc.
- Arrange field trips to different agencies and opportunities to question employees.
- Divide students into small groups and conduct structured role-playing around problems with which a policeman might deal. Prepare a series of problem situations, such as trespassing, theft, shoplifting, vandalism, runaways, drugs, or alcohol. Write problems on individual slips of paper and let students draw for topics.
- Introduce such resource people into the classroom, as a policeman, private detective, correctional Officer, FBI agent, Secret Service Agent, state trooper, etc.

RESOURCES

Law Enforcement, An Introduction to the Police Role in the Community, Thomas F. Adams, Prentice-Hall, 1968.

Opportunities in a Law Enforcement Career, James D. Stinchcomb, Universal Publishing, 1971.

A Job With a Future in Law Enforcement and Related Fields, Flora R. Schrieber, Grosset and Dunlap, 1970.

Introduction to Law Enforcement, A.C. Germann, Frank D. Day, and Robert R.J. Gallaxie, Charles C. Thomas, 1968.

Principles of Law Enforcement, Edward Eldefon, Allan Coffey, and Richard C. Grace, John Wiley & Sons, 1968.

Task Force Report: The Police, President's Commission on Law Enforcement and Administration of Justice, U.S. Government Printing Office, 1967.

Introduction to Police Science, John L. Sullivan, McGraw-Hill Book Company, 1966.

Police Science for the Young American, V.A. Leonard, Charles C. Thomas, 1968.

Your Career in Law Enforcement, Robert A. Liston, Pocket Books, 1965.

Police Work With Juveniles, J. P. Kenney, D.G. Pursuit, 3rd Edition, Charles C. Thomas, 1965.

Law Enforcement and the Youthful Offender: Juvenile Procedures, E. Eldefonso, John Wiley & Sons, 1967.

Police Administration, 3rd Edition, Orlando W. Wilson and Roy C. McLaren, McGraw-Hill, 1972.

Police Operations; Policies and Procedures, J.P. Kenney, J.B. Williams, 2nd Edition, Charles C. Thomas, 1968.

Patrol Procedure, G.T. Payton, 3rd Edition, Legal Book Corporation, 1967.

The Patrol Operation, G.W. O'Connor, C.G. Vanderbosch, International Association of Chiefs of Police, 1967.

Municipal Police Administration, International City Management Association, 1970.

The Police Traffic Control Function, Charles C. Thomas, 1968; also, P.B. Weston, 2nd Edition of same, 1968.

The Traffic Officer in Court (Film, 10 min., black and white, purchase), American Mutual Insurance, 1969.

Police Administration and Criminal Investigation, ARCO Publishing Co., 1968.

Introduction to the Fire Service, International Fire Service Training Association, 1971

Organization of Fire Departments, California State Department of Education, 1966.

Operation of Small Community Fire Departments, W.Y. Kimball, National Fire Protection Association, 1968.

Municipal Fire Administration, D.S. Arnold, International City Management Association, 1967.

Fire Protection Administration, Texas A & M University, 1970.

The Administration of Justice, Paul B. Weston, and Kenneth M. Wells, Prentice-Hall, 1967.

Manual of Correctional Standards, American Correctional Association, 1970.

Courts of Law, Franklin Watts, 1969.

Unit 3 The Judicial System in America

INSTRUCTIONAL OBJECTIVES

1. Ability to demonstrate knowledge of the judicial system in America by identifying the main branches of the judicial system, and giving a detailed description of the major tasks of each.

2. Ability to explain the functions and the typical organization of each of the branches of the judicial system.

3. Ability to demonstrate knowledge of the concept of justice by comparing the past and the present emphasis on justice, and identifying the main ways of providing justice.

4. Ability to demonstrate knowledge of the governmental system of providing justice by listing the primary duty of at least six of the criminal justice agencies.

5. Ability to list the actual steps in the Criminal Justice System and discuss them.

6. Ability to demonstrate knowledge of the functions of probation and parole in the Criminal Justice System by writing a short essay on probation.

CONTENT

Administration of the Judicial System in America. The judicial system in America is formally administered by, and organized into, two main branches: the Civil Justice System, and the Criminal Justice System.

The *Civil Justice System* is principally concerned with private disputes between people. Public agencies (except the courts) are involved in the enforcement process. Many disputes in civil law are settled according to the rules (such as torts) set down by the courts or legislatures. Many civil law disputes involve enforcement of privately adopted rules and duties; for example, contracts. When most civil law cases go to court, they are resolved with one party owing the other some money. Penalties are rarely assessed against the wrongdoer.

The *Criminal Justice System* has to do, mainly, with the enforcement by many public agencies of public rules regarding behavior of all citizens. Criminal statutes generally fall into two categories - misdemeanors (minor crimes), and felonies (major crimes).

In addition to the foregoing, the Justice System in America is administered in other specific areas by Administrative Agencies and the Juvenile System, each of which is concerned with both civil and criminal law.

The *Juvenile System* is very much like the Criminal System, but additional effort is made to keep juveniles out of further trouble, and to avoid giving them the stigma of a "criminal" record.

The *Administrative System* gives effect to public policies and programs. In the process, it exacts penalties of offenders, similarly to the Criminal System, or resolves disputes without inflicting penalties, in the same manner as the Civil System. In addition, it sometimes makes rules, comparable to a legislature; dispenses public benefits, like an executive agency; and decides cases, in the manner of a court.

The Concept of Justice. Justice has often been considered as a way of taking revenge on law breakers; this is a concept that is rapidly changing. In the past, society's basic laws were often religious or moral codes; today, most laws in the United States are criminal statutes. Similarly, in the past, emphasis was placed on punishment and revenge; but, in the United States today, criminal justice emphasizes removing dangerous people from society and rehabilitating them so that they will not return to crime. Justice also refers to the use of principles to help settle disputes between two or more people.

Means of Providing Justice. Justice, in earlier days, was provided in large part by individual efforts; that is, protecting the victim from a "bully," or "getting even with someone." Informal group efforts of providing justice were through vigilante groups, armed strike breakers, and gangs. Formal methods are now provided or assisted by government, and laws are enforced by the police, lawyers, courts, jails, etc. The tendency is to replace informal methods of providing justice with laws established by the government, and agreed upon in a democratic manner.

The Governmental System of Providing Justice. Each criminal justice agency has a primary duty:

The police have the primary duty of apprehending the offender and getting evidence to prove his innocence or to convict the suspect;

Defense lawyers have the primary duty of protecting the interests, rights, and privileges of the defendant;

The prosecutor persuades others of the suspect's guilt;

The judge and the jury have the primary duty to impartially decide between the claims of prosecutor and defense counsel;

The correctional officer's primary duty is to house the convicted person, provide programs to rehabilitate him, and to be a resource person when he needs help;

The parole and probation officers keep the ex-convict out of trouble and engaged in constructive activities.

The Criminal Justice System. There are twelve steps in the Criminal Justice System in America:

1. *The Police.* In the Criminal Justice System, the police begin by making a response to a complaint, which is usually followed by arrest of the party. Interrogation and other forms of investigation are carried out by the police.

2. *Jail* is the next step in the Criminal Justice System. The facilities, the activities and programs offered inmates, the rules concerning visits by relatives, lawyers, etc., are explained to the inmate.

3. *Pre-Trial Release.* Next, the bondsmen and other agencies may become involved in pre-trail release. The right to bail and other procedures are considered.

4. *Providing Counsel.* This is the next step in our legal system - the defendant has rights to counsel at all phases. Ways of providing counsel include a Legal Aid Agency; an assigned counsel system; or private retention of counsel: that is, a private firm specializing in criminal matters.

5. *Prosecutor.* The next phase and person to be involved is the prosecutor, who operates as part of the District Attorney's office. The District Attorney can also serve as trial officer.

6. *Arraignment and preliminary hearing* follow. The case is presented to a grand jury, and indictment can result.

7. *Criminal Trial.* Trial is the next step in the Criminal Justice System. The participants include the judge, the defendants, the jury, the plaintiff, the baliff, the clerk, the lawyers, and the stenographers.

8. *Presentencing Investigation* - To determine mitigating or modifying factors, which might have an effect on the sentence or punishment.

9. *Sentence.* This is followed by passing the sentence

10. *Probation.* Probation might come next, to be followed by imprisonment.

11. *Imprisonment,* which may involve minimum security and include reformatory, or it may be maximum security in a prison. Then again, it may include rehabilitation, skills training, work release, and other programs.

12. *Parole.* This is the last step in the Criminal Justice System. Some institutional treatment methods are Halfway Houses, job referral systems, and the use of community resources.

STUDENT
LEARNING
ACTIVITIES

- List the branches of the judicial system and discuss each one.
- Participate in discussions concerning the role and function of each of the branches of the judicial system.
- Select one branch of the judicial system in America and write a detailed report on it.
- List the actual steps in the Criminal Justice System and discuss them.
- Write a short essay on probation and parole, stressing the functions of these steps in the Criminal Justice System.
- Observe the workings of a criminal trial. Discuss the case (off the record) after the trial with the judge and lawyers. Write a short commentary on your observations.
- Compare and contrast the past and the present emphasis on justice.
- Discuss and give examples of the different elements of the concept of justice. Use personal experiences, as well as TV, magazine, etc., to illustrate the concepts.
- Identify and list the main ways of providing justice.

- Compare the advantages of formal as compared with informal means of achieving justice; that is, police, prosecutor, and judge versus gang methods.
- List the primary duty of at least six of the Criminal Justice Agencies.
- Visit at least two criminal agencies and write down your observations of the activities. Discuss in class with peers.

TEACHER MANAGEMENT ACTIVITIES

- Collect and make available to students file on the judicial system in America.
- Arrange to have a probation officer speak to students on the juvenile system and answer students' questions.
- Arrange for small group discussions of the students' reports on one branch of the judicial system in America, and provide feedback to students.
- Illustrate by concrete examples, the use of newspapers, magazines, TV programs, etc., as information supplements to the materials on the judicial system in America.
- Trace the actual steps of the Criminal Justice System through resource people and field trips, such as police, defense lawyer, prosecutor, judge, tour of jail, etc.
- Arrange trip to observe criminal trial. Arrange for discussion of the case after the trial with the judge and lawyers.
- Introduce a probation officer into class as a resource person who will cover the subject of punishment for criminal activities, and clarify for the class the seriousness of arrest and conviction. Presentation should include also parole plans, type of treatment, and overall function of parole in the Criminal Justice System.
- Subscribe to periodicals and journals such as:

  Journal of Criminal Law, Criminology and Police Science, 357 E. Chicago Avenue, Chicago, Illinois.
- Prepare students for field trips. Make arrangements for trips to criminal justice agencies.
- Arrange for visit to class by resource people, such as probation officer, correctional officer, etc.

RESOURCES

The Administration of Justice, Paul B. Winston and Kenneth M. Wells, Prentice-Hall, 1967.

The General Administration of Criminal Justice, V. A. Leonard and Harry W. More, New York Police Science Series, Foundation Press, 1967.

Criminal Law, R. Bryce Young, McGraw-Hill, 1972.

Modern Criminal Procedure, Livingston Hall and Yale Kamisar, West Publishing Co., 1966.

Journal of Criminal Hall, Criminology and Political Science.

Criminal Investigation, C. G. Vanderbosch, International Association of Chiefs of Police, 1968.

Crime and the Law, Congressional Quarterly, 1971.

Crime and the Courts, Carousel Films, (Film, 37 min., black and white, purchase), 1972.

Justice Delayed, Justice Denied, Carousel Films, (Film, 40 min., black and white, purchase), 1972.

Criminal Law and Its Processes: The Law of Public Order, Charles C. Thomas, 1969.

Unit 4 Functions and Duties of Workers and Working Conditions

INSTRUCTIONAL OBJECTIVES

1. Ability to discuss the general operation and the duties of workers in public safety, corrections, and judicial systems.

2. Ability to describe the major duties performed by workers in public safety, corrections, and judicial systems.

3. Ability to compare and contrast the general duties of workers in public safety, corrections, and judicial systems.

4. Ability to distinguish and describe the entry level jobs that exist within public safety, corrections, and job families.

CONTENT

Nature of the Work and Duties. The duty of maintaining public order, enforcing regulations for the prevention and detection of crime, and promoting public health and safety, is entrusted to the police.

City Police. Police officers are local government employees whose job is to prevent criminal activities, investigate crimes, and apprehend and assist in the prosecution of offenders. The policemen who work in a small community usually have varied police duties. In a day's work they may direct traffic at the scene of a fire, investigate a housebreaking, and give first aid to an accident victim. In a large police department, officers are usually assigned to a specific police duty. Most policemen are on patrol or traffic duty. Some are assigned to special work, such as accident prevention or operating communications systems, while others are detectives (plainclothesmen) assigned to criminal investigation. Microscopic analysis, firearms identification, handwriting, and fingerprint identification; these are some of the other investigative specialties performed by policemen. In large cities, some officers are specially trained to work with mounted and motorcycle police, harbor patrols, helicopter patrols, canine corps, mobile rescue teams, youth aid, and emergency services, or other special units.

Many city police departments include women on their police forces. Policewomen are usually assigned cases which involve women and young people. They may work with juvenile delinquents, locate lost children and runaways, or search, question, book, and fingerprint women prisoners. They are sometimes assigned to detective squads where they work mostly on crimes involving women.

State Police. Still other policemen work at the state level, performing diversified activities. Their titles indicate their primary protective service responsibilities.

State Highway Patrolmen or troopers are primarily responsible for the safe, rapid, and efficient utilization of the state's highway system. Highway Patrolmen (as the name suggests) patrol the highways to insure that traffic laws and regulations are obeyed, and issue traffic tickets to violators. They assist at the scene of traffic accidents, give first aid to injured persons, summon ambulances and other emergency equipment, direct traffic to avoid additional accidents, and investigate accidents.

Highway Patrolmen also provide services to motorists on the highways, summoning road service by radiophone in case of mechanical trouble, directing tourists to destinations, and give information as required. They also provide traffic assistance and control during road repairs, fires, and other emergencies, or for special occurrences (such as parades, celebrations, and sporting events). Some Highway Patrolmen check the weight of commercial vehicles, conduct driver examinations, inspect passenger vehicles, and serve as public safety information officers.

State Policemen perform on a statewide basis the same functions police officers do for local government, suppressing criminal activities, investigating crimes, and apprehending and assisting in the prosecution of offenders. They also provide security for public officials and state buildings, and some do more specialized work, such as fingerprint classification, chemical or microscopic analysis, instruction of trainees in state police academies, and piloting police aircraft. Some work with mounted (horse) patrols, canine corps, and harbor patrols. Others are assigned to clerical duties, such as preparation of reports and maintenance of police records, or to administrative duties, such as Chief of a division or bureau responsible for training or investigation. In some states the investigation work is performed by an agency known as the Bureau of Investigation.

Firefighters. The duty of protecting the lives and property of citizens from fires is the responsibility of the firefighters or firemen. In public safety agencies, the fireman protects the community from fire hazards, inspects buildings, cleans and polishes equipment, dries firehose, and maintains the firehouse. He is employed by cities, villages, counties, federal and state agencies, as well as military bases, shipyards, and industries. While on duty at the fire station, these men must be prepared at a moment's notice to rush to a fire and handle any emergency that occurs. Firefighters work in teams and perform specific jobs assigned to them by a commanding officer. They may connect hose lines to hydrants, operate pressure pumps, position ladders, or perform other related duties. Under emergency conditions firefighters are often called on to use their own initiative and judgment in firefighting activities, helping people to safety, administering first aid, and taking care of other emergencies.

Fire prevention is another facet of firemen's duties. Specially trained firemen inspect factories, theatres, and other public buildings for conditions which might cause a fire, and for compliance with local regulations on fire escapes, fire doors, storage of flammable materials, and other possible hazards. Firefighters often speak on fire prevention and safety measures before school assemblies and civic groups. They also participate in practice drills, clean and lubricate firefighting equipment, stretch hoses to dry, stand watch at fire alarm instruments, and verify and record alarms.

Investigators are employed by the Departments of Justice, Health Care Services, Alcoholic Beverage Control, Human Resources Development, Motor Vehicles, and Consumer Affairs.

Entry level positions with the Department of Justice include, investigator services, legal counsels, and narcotic agent trainees. Investigator trainees have police officer powers which include the authority to carry firearms and make arrests. The exact type of work varies with the program of the Department. Other agencies which have investigator trainees include, typically, the Department of Alcoholic Beverage Control, in which an investigator trainee examines applications for licenses to sell alcoholic beverages; the Department of Motor Vehicles, in which the trainee investigates automobile dealers and dismantlers and dealer permit applications; and the Department of Human Resources Development, in which he investigates unemployment, insurance, and tax frauds.

Department of Justice - Courts. Legal Counsels are principally employed by the Legislative Counsel Bureau, State Compensation

Insurance Fund, Public Utilities Commission, Franchise Tax Board, Board of Equalization, and the Departments of Corporations, Human Resources Development, Insurance, Justice, Public Works, and Water Resources.

Department of Justice - Narcotics Agent. Narcotic agent trainees investigate the alleged use or illegal manufacture, distribution, possession, or sale of narcotic drugs; and assist in the prosecution of violators of the State Narcotic Act.

Correctional Services. Correctional officers supervise, safeguard, and train inmates of prisons, reformatories, and camps. They are responsible for carrying out plans developed for correctional treatment, and for the modification of attitudes of persons who have been imprisoned. Correctional officers work directly with correctional treatment specialists who develop, evaluate, and analyze diagnostic findings and data about inmates, prepare social histories, and outline and recommend programs of education, work, vocational training, and counseling. They evaluate the progress of individual offenders, make recommendations to the U.S. Board of Parole concerning the inmate's probable community adjustment, and also work with prisoners, their families, U.S. Probation Officers, and social agencies in developing release plans for inmates. They are employed by the states and the federal government.

Probation and Parole. In the probation job family, important work is being done by probation and parole officers in addition to other correctional workers. Probation and parole officers are part of the correctional system. They work closely with correctional officers and other workers in and out of prisons. These officers assist persons on probation and parole, as well as juvenile offenders, in readjusting to society. They investigate the social history and background of the persons under the jurisdiction of the court and make reports to the court to help the judge in his judicial decisions. These officers also counsel persons on probation or parole, and may help them secure necessary education or employment, and direct them to other services in the community. They also help resolve problems in marital and parent-child relationships.

Overlap of Occupations. The duties performed by workers in some of these major job families tend to be either the same or very similar, and extend into other job families. For example, the duties of police officers are basically in law enforcement, but they extend also into probation and prisons, as well as courts. Police officers serve as court officers or bailiffs, and also as court sergeants. Their duties include the maintenance of order in the courtrooms, and assistance in the operation of courts.

Conditions and Places of Employment.

Police. Newly recruited policemen usually begin on patrol duty in congested business districts, outlying residential areas, or other sections of a community. They may cover the beat alone or with other patrolmen, either in a police vehicle or by foot. While on patrol they remain alert for anything unusual, and note suspicious circumstances and hazards to public safety. They watch for stolen cars and enforce traffic regulations. At regular intervals they keep in touch with police headquarters through call boxes, by radio, or walkie-talkie.

Their work week usually averages forty hours. The 10/4 plan is often used where the officer works 10 hours per day for 4 days only during the week.

Police officers, probation officers, correctional officers, and investigators work over weekends, on holidays, and at night as well as during the day. They work on rotated shifts, and are subject to call at any time their services are needed. In emergencies they may work overtime. Some officers work outdoors for long periods in all kinds of weather and often take risks in capturing and dealing with lawbreakers.

Firefighters work throughout the nation, and usually are full-time paid employees of county and town fire departments. In small towns and rural communities they are helped in their work by paid "call men," and part-time volunteer firemen who serve only when they are needed at a fire.

Firemen are often on duty for a twenty-four hour shift, and then off for twenty-four hours, plus an extra day off at intervals. In some cities, firemen rotate frequently between the day shift, which is ten hours long, and the night shift, which is fourteen hours. Most often firemen work two and a half days per week. The range of working hours for firemen is between forty and sixty hours; the national average work week is about fifty-six hours.

Firefighting involves great risk of life or injury from sudden cave-ins of floors or toppling walls and from exposure to flames, smoke, bad weather, and poisonous, flammable, and explosive gases and chemicals.

Probation and parole officers work mostly in state, county, and city government agencies. Some work in federal government agencies and the remainder in voluntary or private agencies.

Salaries.

Police. Salaries for police officers range from about $7,500 a year in some small cities to over $14,000 in large ones. The average entrance salary in middle-size cities is about $9,000 per year. Most policemen and policewomen receive regular pay increases during the first few years of employment until a specified maximum is reached. Sergeants, lieutenants, and captains receive progressively higher basic salaries than patrolmen, and top salaries ranging between $9,000 a year in some cities to $40,000 in the larger cities are paid to police chiefs or commissioners. Police officers are usually provided with special allowances for uniforms and required equipment. Pension plans, paid vacations, sick leave, and medical, surgical, and life insurance plans are among the other benefits often provided for policemen. Continuing education may not be required in many cases, but is compensated for in all the job families in this major occupational group.

Firefighters. The average salary for beginning firefighters is about $12,000 per year in the larger cities over 250,000 population and about $9,000 in smaller cities (10,000 to 25,000 population). Experienced firefighters earn between $13,000-$14,000 per year, depending on the size of the city in which they are employed. Fire chiefs receive an average salary ranging from $10,000 to $30,000 per year. Allowances are made for protective firefighting clothing,and many fire departments also provide dress uniforms.

Firefighters are covered by liberal pension plans and receive regular paid vocations. Liberal sick leave, health,and surgical benefit plans, and injury compensation are also provided.

Courts. The salary range of workers in courts varies. For legal counsels, the salary range may vary from $11,000 to $38,000 for the district attorney. The salary range for a narcotic agent trainee is $7,900 to $9,720, while a narcotic agent may receive $8,400 to $10,200. These salary ranges are very approximate and vary from state to state.

Investigators. Investigator trainees receive between $8,100 and $9,500, while the salary range for investigators is $9,500 to $11,500 and up, depending on qualifications, experience, and rank.

Probation and Parole. The beginning salaries of probation and parole officers, as well as correctional officers, average from about $7,630 to $13,000 per year, depending on the educational background of the officer. Assistants, such as correctional work assistants, would receive approximately $7,500 to $9,500 per year. Salaries of case work supervisors average about $13,000 for those with little experience, to about $15,600 and up, for those with considerable experience. Working conditions and fringe benefits are similar to those of the police officer.

STUDENT LEARNING ACTIVITIES

- View films on: *Super Cop; Beseiged Majority; Police Unit 2A26.*
- Listen to prerecorded tape programs: *Police Officer, Firefighters, State Police Officers,* and discuss.
- Visit a local police station, fire station, and court house, and observe typical duties performed by workers in those departments. Write a short summary on activities observed on field trips.
- Talk to law enforcement officers, firemen, and probation officers, and ask questions about the duties they performed.
- Discuss in small groups the general operation of law enforcement agencies, fire departments, and prisons.
- List at least eight major tasks of public safety, corrections, and judicial service workers, and hold a discussion in class on three of the major tasks listed.
- Participate in discussion on the conditions and places of employment of workers in the major job families.

TEACHER MANAGEMENT ACTIVITIES

- Invite speaker from local court, and from the fire and police departments to speak on their job duties and working conditions.
- Arrange for students to visit local police station, fire station, and court house, and observe workers performing different duties. Arrange room facilities with time for questions and discussions with workers in the agencies.
- Organize students into small groups for discussion on general operation of law enforcement and public safety agencies.
- Arrange a display of information on public safety, corrections, and judicial services.
- Discuss with class in detail the variety of activities performed by workers in public safety, corrections, and judicial services.
- Have students join in discussion on the activities of the entry level jobs in each job family, and compare and contrast the various activities.

RESOURCES

Super Cop, NBC Educational Enterprises, (Film, 25 min., color, purchase or rental), 1970.

The Beseiged Majority, NBC Educational Enterprises, (Films, Reel I, 26 min., color; Reel II, 27 min.), 1970.

Black Cop, Indiana University Audio-Visual Center, (Film, 15 min., black and white, purchase), 1970.

Police Unit 2A26, American Educational Films, (Film, 18 min., color, purchase or rental), 1972.

Police Officers, American Occupations Series, Education Sensory Programming, (Prerecorded tape programs, reel or cassette), 1971.

Introduction to Police Science, John L. Sullivan, McGraw-Hill, 1966.

The Protectors, Consolidated Film Industries, (Film, 28 min., color, purhcase), 1971.

Patrolman, Police Department, ARCO Publishing Co., 1966.

Policewoman, ARCO Publishing Co., 1966.

State Trooper, ARCO Publishing Co., 1966

Police Patrol, Charles C. Thomas, 1968.

The Police, Center Democratic Institute, 1969.

Law Enforcement and the Juvenile Offender, Charles C. Thomas, 1963.

State Police Officers, American Occupations Series, Educational Sensory Programming, (Prerecorded tape programs, reel or cassette), 1971.

Firefighters, American Occupations Series, Education Sensory Programming, (Prerecorded tape programs, reel or cassette), 1971.

The Tasks of Penology: A Symposium on Prisons and Correctional Law, University of Nebraska, 1970.

Unit 5 Recommended Qualifications of Workers

INSTRUCTIONAL OBJECTIVES

1. Ability to discuss the recommended qualifications of public safety, corrections, and judicial services workers.
2. Ability to evaluate his own qualifications and compare them with the recommended qualifications required for entry level jobs.

CONTENT

Age. The age levels of public safety, corrections, and judicial services workers vary. In some job families such as law enforcement, the minimum age requirement for both male and female applicants typically ranges from 18 to 31 or 35 years, depending on the location. Some departments permit men 20 years of age to take the examinations, but delay hiring until they reach 21. For an aide, the minimum age is between 18 and 21 years of age, depending on the location. The maximum age for initial employment in law enforcement usually ranges between 30 to 40 years.

The minimum entry age for firefighters is 21 years, although some departments accept men at age 18. The maximum age ranges up to 40 years.

In prisons, mature men and women are preferred for guards and watchmen positions; employees are frequently hired in the 30-55 age group.

The minimum age in probation work is 21 years of age.

Educational Requirements. In *law enforcement,* the educational requirement for a dispatcher clerk is two years of clerical experience, preferably including experience involving public contact, and education equivalent to completion of the twelfth grade. For Patrolman and Sheriff, the minimum educational requirements are high school education or its equivalent; however, those who plan a career in law enforcement will benefit by continued college training in police administration, with courses in the social sciences and traffic specialies.

In *Fire Protection,* the educational requirements for Fire Dispatcher and Fireman are high school graduation or equivalent education. In these job families, workers are generally hired on a probationary period.

In the *probation family,* the educational requirement for Counselor is any combination of training and experience equivalent to completion of three years of college, preferably in the field of social sciences. For a Probation Officer, the requirements are graduation from college, preferably in the field of social science, and one year of experience in probation, parole, or social work in a recognized agency.

In the *correctional family,* college level education is often required for workers; as, for example, teachers, who would require a teaching credential in addition to the college degree in their fields.

Physical Requirements. Most departments in law enforcement require a physical examination. The physical requirements are good health, normal hearing, good vision, and normal color vision. Height and weight requirements must be met by both men and women.

A firefighter should be in good health and pass a physical agility test, which typically includes physical feats, such as climbing a 40- or 50- foot ladder, doing chin-ups and push-ups, making a standing broad jump, and running a specified distance. Most departments have a height and weight schedule as part of the medical examination. Applicants having good vision without glasses are preferred; good hearing is needed. A Fire Dispatcher should also be in good health.

Entry level jobs in the other job families have similar physical requirements.

Other Entrance Requirements. In the public safety, corrections, and judicial services, most jobs require applicants to be U.S. citizens. Devotion to duty, a positive attitude, industriousness, loyalty, skillfulness when dealing with people, and the ability to learn rules and regulations, to follow directions, to prepare reports, to think quickly and clearly, and to make sound judgments, are some of the requirements. Resourcefulness, a good memory, the ability to keep confidences, and the physical and psychological capability to cope with dangerous and hazardous conditions, are often additional requirements. A valid driver's license at time of appointment is required. A person who has been convicted of a felony is disqualified from employment. Residence within the city or in a nearby area may be a condition of employment, but residence requirements may be waived when there is difficulty in recruiting.

STUDENT LEARNING ACTIVITIES

° Study and discuss material on age, education recommended qualification of public safety, corrections, and judicial services workers.

° Analyze your own qualifications and compare them with the recommended qualifications for public safety, corrections, and judicial services worker.

° Write a short report, analyzing and comparing your own qualifications with those for public safety, corrections, and judicial services workers.

TEACHER MANAGEMENT ACTIVITIES

° Prepare and make available to students a file on the age, education, and other requirements for public safety, corrections, and judicial services workers.

° Divide students into small groups and have them analyze and compare their own qualifications for public safety, corrections, and judicial services.

RESOURCES

Law Enforcement. An Introduction to the Police Role in the Community, Thomas F. Adams, Prentice-Hall, 1968.

Occupations Outlook Handbook, U.S. Department of Labor, 1970-71.

Your Highway Patrol Career, California Highway Patrol, 1969.

Unit 6 Career Lattices and Mobility

INSTRUCTIONAL OBJECTIVES

1. Ability to identify entry level jobs in public safety, corrections, and judicial services.
2. Ability to construct a typical "career lattice" for law enforcement, fire protection, courts, prisons, probation, and civil defense job families.
3. Ability to describe typical entry level jobs for workers in the six major job families.

CONTENT

Entry Level Jobs. These, the first jobs in a career, require minimal skill and education, and are usually open to workers without previous work experience in that job. Some localities around the country list entry level jobs for individuals less than 21 years of age; personnel occupying these positions are frequently referred to as "Cadets" or "Aides."

Entry level jobs in public safety, corrections, and judicial services include these examples: Law Enforcement - Patrolman Aide Trainee, Patrolman Aide, and Patrolman Supervisor; Fire Protection - Firefighter Aide; Court - Court Clerk or Court Reporter; Prisons - Correctional Officer; Probation - Juvenile Squad Aide.

The work of newly recruited workers in law enforcement is usually limited to patrol or traffic duty. In fire protection, the new fireman may work on the maintenance of equipment. The initial duties in courts might consist of keeping files or making reports. The entry level jobs in prisons may include analysis of case studies, counseling juveniles, or making field trips to the home and/or places of work of people on probation.

Typical Career Lattices. A career lattice is a series of positions of gradually increasing difficulty in a given field, and illustrates the presence of opportunities for upward mobility in the major job families. Structures of career lattices vary greatly with the organization and the location.

Law Enforcement. In law enforcement, the entry level job is Policeman or Patrolman (see Figure 17). However, this may be preceded by Policeman Aide or Patrolman Aide in some portions of the country. The next steps from the policeman are Sergeant, Lieutenant, Captain, Chief Police Inspector, Police Superintendent, Assistant Commissioner, Deputy Commissioner, and Police Commissioner.

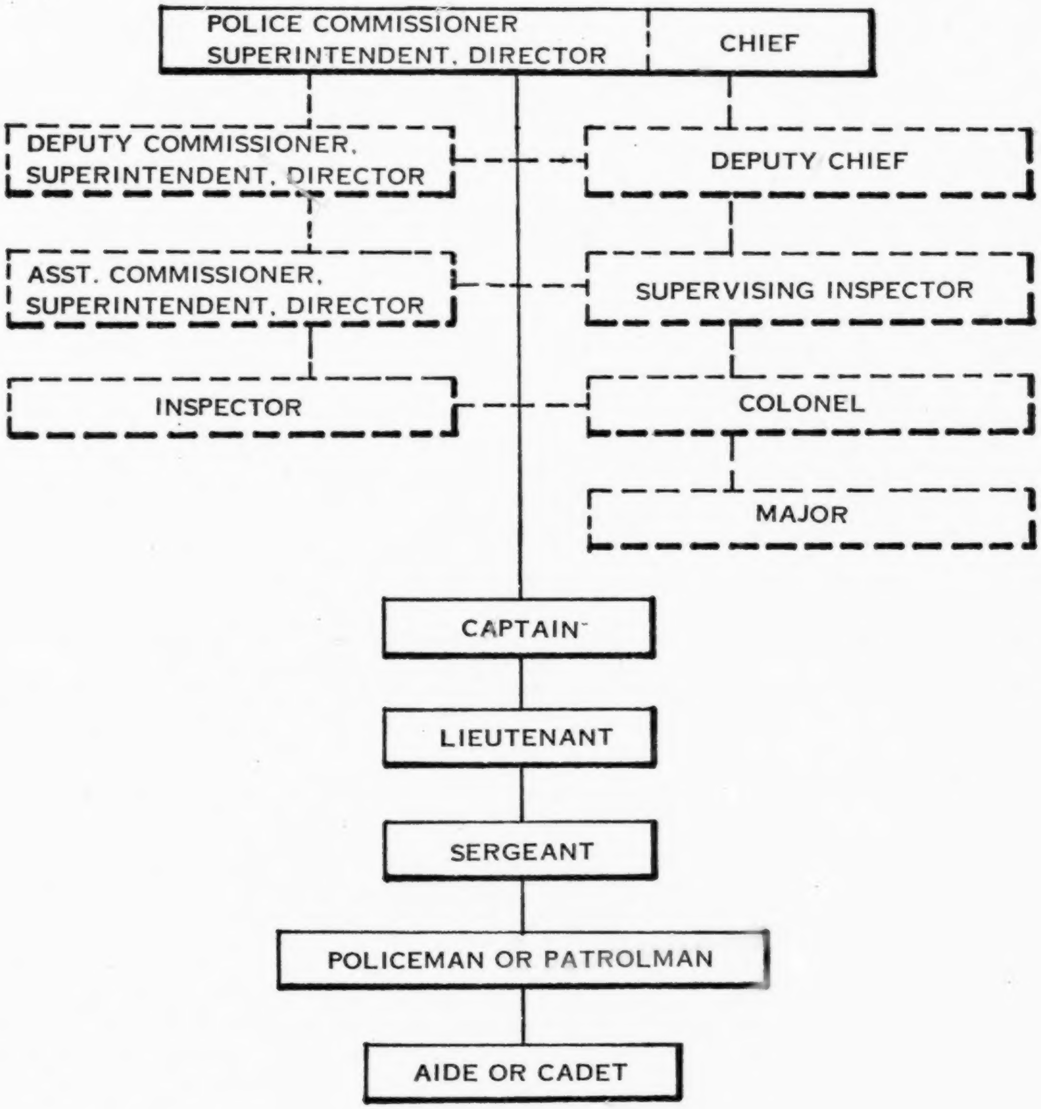

POLICE COMMISSIONER SUPERINTENDENT, DIRECTOR
CHIEF
DEPUTY COMMISSIONER, SUPERINTENDENT, DIRECTOR
DEPUTY CHIEF
ASST. COMMISSIONER, SUPERINTENDENT, DIRECTOR
SUPERVISING INSPECTOR
INSPECTOR
COLONEL
MAJOR
CAPTAIN
LIEUTENANT
SERGEANT
POLICEMAN OR PATROLMAN
AIDE OR CADET

Figure 17 - Typical Career Lattice - Law Enforcement

Fire Protection. In fire protection, the entry level job is usually as a Firefighter, or as a Fire Dispatcher (see Figure 18). The Fire Dispatcher receives emergency alarms, dispatches proper equipment to the emergency, keeps records, and performs other duties. The next steps on the career lattice are: Fire Control Mechanic, Fire Control Technician, Engineer, Lieutenant, Captain, Battalion Chief, Assistant Chief, and Fire Chief.

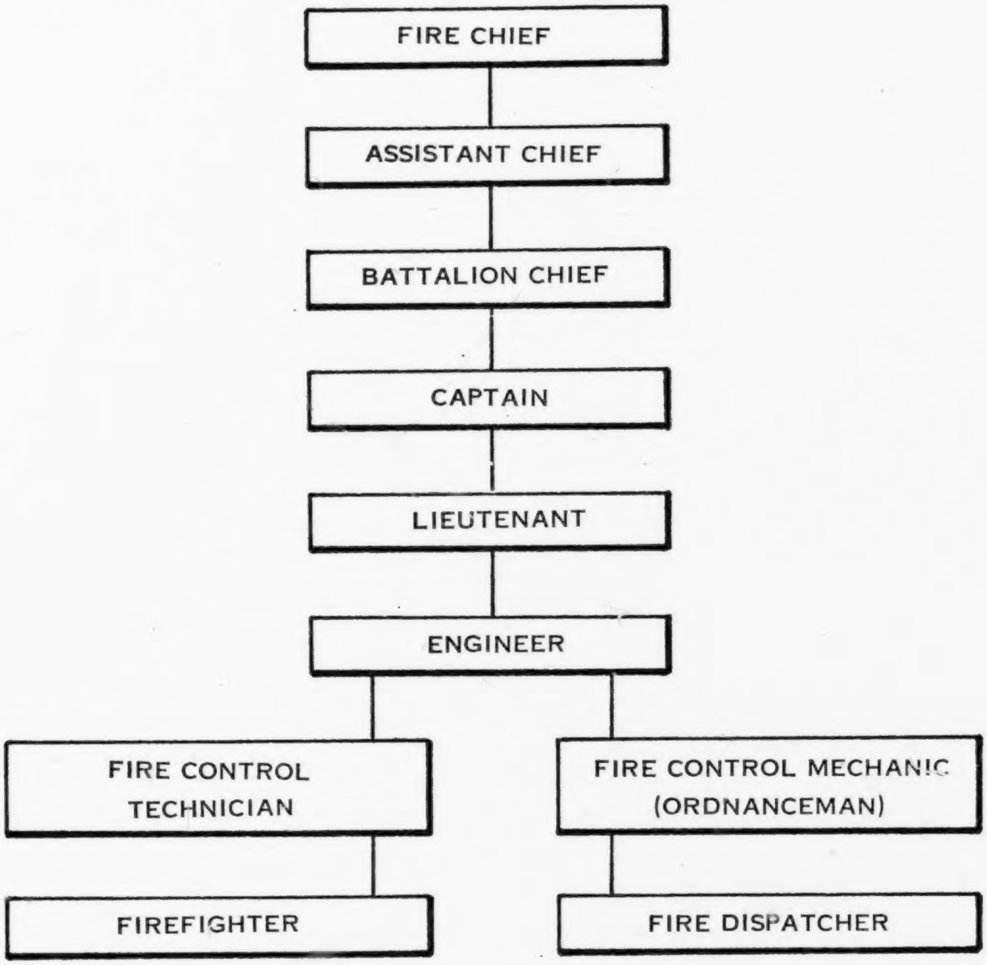

FIRE CHIEF
ASSISTANT CHIEF
BATTALION CHIEF
CAPTAIN
LIEUTENANT
ENGINEER
FIRE CONTROL TECHNICIAN
FIRE CONTROL MECHANIC (ORDNANCEMAN)
FIREFIGHTER
FIRE DISPATCHER

Figure 18 - Typical Career Lattice - Fire Protection

Courts. The courts usually include Civil, Criminal, Traffic, and Small Claims Divisions. The series of positions are similar, although the duties may vary with the different courts. The entry level position is clerk-typist (see Figure 19). The clerk-typist's duties in the civil sourt include filing complaints, and following up on default cases. With more experience he may handle motions for new trials, and prepare law and motion calendars. In the criminal court, the clerk-typist may prepare calendars, and work in the misdemeanor courtroom on dispositions. The clerk-typist in the traffic court may take traffic fines, prepare abstracts of cases, or the court calendar, while in the small claims court he may handle the register of action. The position usually has several levels of clerk-typist.

The next position on the lattice would be supervisor of the clerk-typists, followed by deputy clerk at several levels, senior deputy clerk, and then the courtroom clerk. The Chief

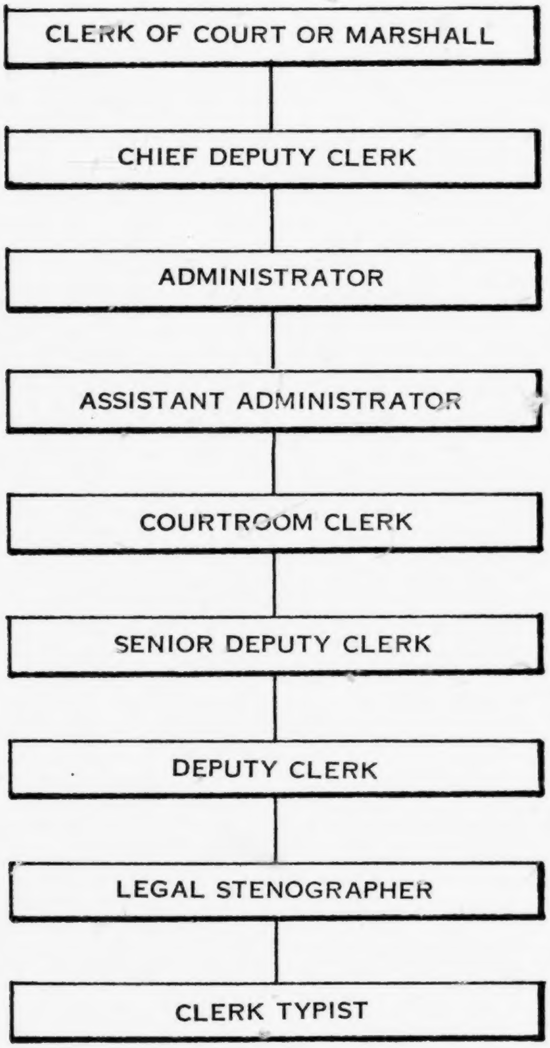

CLERK OF COURT OR MARSHALL
CHIEF DEPUTY CLERK
ADMINISTRATOR
ASSISTANT ADMINISTRATOR
COURTROOM CLERK
SENIOR DEPUTY CLERK
DEPUTY CLERK
LEGAL STENOGRAPHER
CLERK TYPIST

Figure 19 - Typical Career Lattice - Courts

Deputy Clerk is the next step on the lattice, then the Clerk of the Municipal Court. The court clerk works as a secretary for the judges, in which position he swears in witnesses, marks exhibits, prepares minutes of a trial, etc.

Legal secretaries take dictation, prepare calendars, and perform the duties for the judges. The Administrator and the Assistant Administrator of courts handle the setting for trials and other similar duties.

Career mobility is usually present in courts. For example, a clerk-typist I can become a courtroom clerk, Assistant Administrator, or Clerk of Court. It is also possible to become a judge, but additional specific education is necessary.

Probation. In the probation field, the first step is as Probation Counselor (see Figure 20). There are usually three levels of Counselor. This grade is followed by Probation Officer, Senior Officer, Assistant Supervisor, Supervisor, and Probation Director.

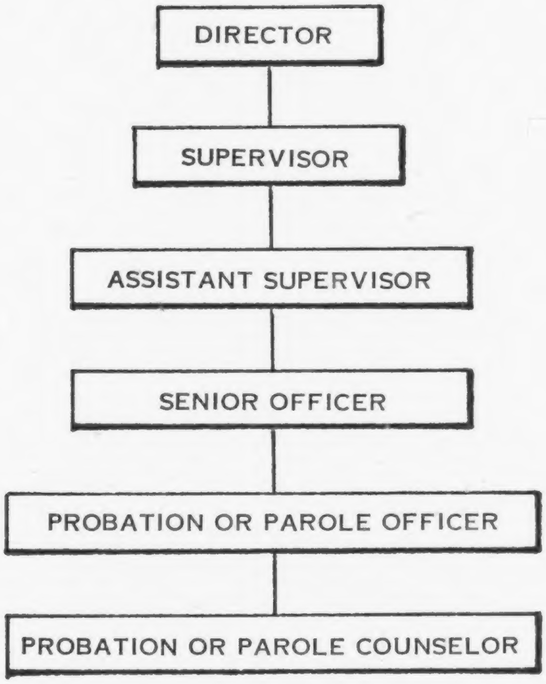
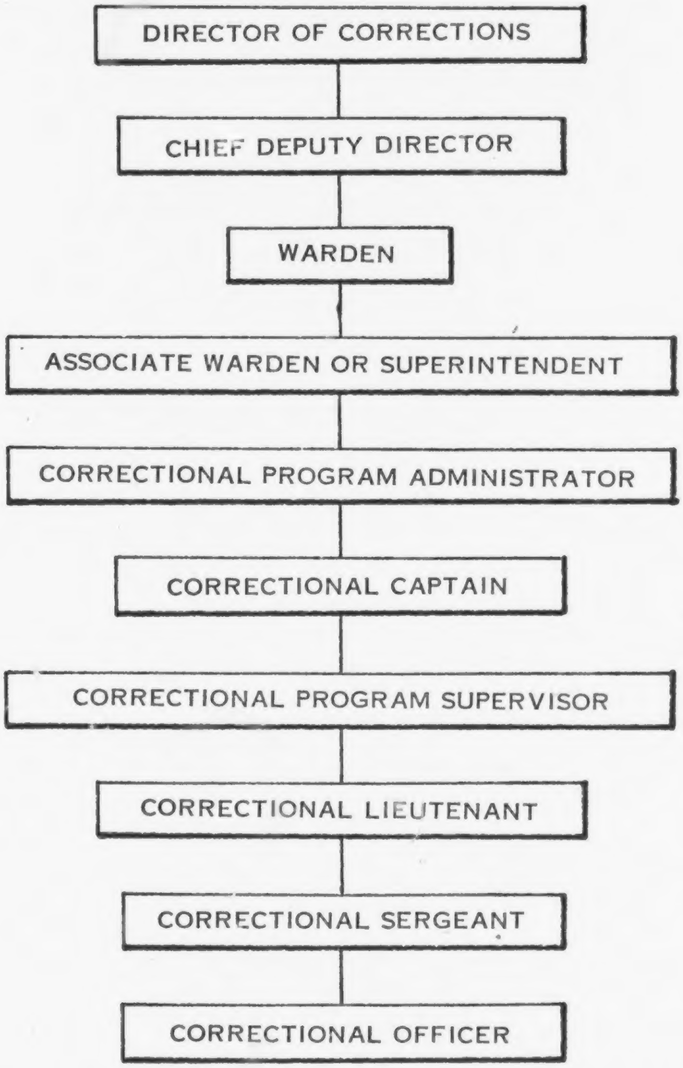


Figure 20 - Typical Career Lattice - Probation and Parole

Parole. The Parole Division is another section of the Department of Corrections. Here the career lattice would begin with the Parole Agent who counsels parolees, helps them to understand their problems, and adapts the treatment program to the individual. This position extends to several levels. The next steps in the career are shown in Figure 20.

Corrections. A typical career lattice in the Corrections field may begin with Correctional Officer (see Figure 21), then progress to Sergeant, Lieutenant, Program Supervisor, Captain, Program Administrator, Associate Warden (State Prisons) or Superintendent (other institutions), Warden, Chief Deputy Director, and then, at the top, Director of Corrections. Workers in correctional institutions have support personnel working with them, including clerks, stenographers, and supervising clerks.



DIRECTOR OF CORRECTIONS
CHIEF DEPUTY DIRECTOR
WARDEN
ASSOCIATE WARDEN OR SUPERINTENDENT
CORRECTIONAL PROGRAM ADMINISTRATOR
CORRECTIONAL CAPTAIN
CORRECTIONAL PROGRAM SUPERVISOR
CORRECTIONAL LIEUTENANT
CORRECTIONAL SERGEANT
CORRECTIONAL OFFICER

Figure 21 - Typical Career Lattice - Correctional Institutions

About 50% of tasks in corrections are delegated to the professional staff; psychologist, social workers, medical staff, vocational education teachers, and maintenance personnel.

STUDENT LEARNING ACTIVITIES

- View film, *Story of a Policeman,* and discuss with a police officer.
- List and describe at least one entry level job found in the following job families: police, fire, prison, and probation.
- Discuss with your peers or teacher the typical activities of each entry worker in public safety, corrections, and judicial services.
- Construct a typical public safety, corrections, and judicial services occupations career lattice for two of the following job families: police, fire, prisons, and probation to show the upward mobility of the career lattice.

TEACHER MANAGEMENT ACTIVITIES

- Arrange for a police officer to be a resource person in class.
- Have students discuss in small groups typical activities of each entry level job.
- Discuss public safety, corrections, and judicial services occupations career lattices for the six main job families, and discuss upward mobility in each.
- Direct students to prepare a file on career lattices and job descriptions in public safety, corrections, and judicial services career families.

RESOURCES

Your Career in Law Enforcement, Robert A. Liston, Pocket Books, 1965.

Opportunities in a Law Enforcement Career, James D. Stinchcomb, University Publishing, 1971.

Future in Law Enforcement and Related Fields, Flora R. Schrieber, Glasset and Dunlop, 1970.

Story of a Policeman, David L. Wolper Production, (Film, 25 min., black and white), 1971.

Law Enforcement Positions, ARCO Publishing Co., 1965.

Unit 7 Employment Prospects

INSTRUCTIONAL OBJECTIVES

1. Ability to identify at least four sources of information and statistics concerning employment outlook in public safety, corrections, and judicial services.
2. Ability to compare data dealing with the employment expectations of jobs in public safety, corrections, and judicial services with student's own job goals.

CONTENT

Employment Outlook. Population growth, increase in crime, slum conditions, and civil disorder: these are all factors which have resulted in a strong and steady demand for public safety, corrections, and judicial services workers. Various steps are being taken to recruit workers in these job families without lowering selection standards.

Law Enforcement. Many departments have established supporting classifications, such as Community Service Officer with the Police Department, and have assigned them to routine duties previously filled by law enforcement officers. Other similar examples in law enforcement include crossing guards, parking meter checkers, civilian jailers, and records and identification personnel. In many places the local county sheriff's department has set up a classification of Correctional Officer to maintain order and supervise the work of inmates in its detention institutions.

Since the number of registered motor vehicles operating on the highways in the country is great, the Department of Highway Patrol in each state will need to continue to expand its specialized positions and its crew of officers who patrol the highways in cars, motorcycles, and helicopters. Additional openings will occur because of replacement needs.

Fire protection services are expanding, especially in areas with a population increase. As existing fire departments expand and new areas incorporate or form fire districts, additional job opportunities are created. However, there is low turnover in this occupation. Since it takes three years to train a firefighter, most men become career employees, particularly since a firefighter's job is a job with a future that can lead to specialization in fire-alarm electronics, arson investigation, communication, or other fields linked to fire prevention and suppression.

The U.S. Forest Service normally hires seasonal firefighting employees during the summer season. Emergency temporary help is also hired to combat individual fires. The number of U.S. Forest Service regular openings may depend on legislative appropriations for reforestation programs, or on necessary control of fire disease and insect infestation, all of which vary from year to year. Additional mechanization (such as airplanes for dropping retardant solution on fires and possible use of helicopters) enables the size of the force to remain constant, and still have the capability to meet any increase in fire incidence that may result through increasing use of mountain recreation facilities.

Courts. Courts are expanding in administration responsibilities due both to the introduction of new management techniques and increased caseload; hence the demand for qualified persons, particularly in this field, usually far exceeds the supply.

Correctional Services. There is no surplus of qualified workers. With the phenomenal growth in population in many states, it has been hard to expand the state's correctional, probation, and parole machinery fast enough to keep pace with the need for these services. The correctional institutions in many states are full and court calendars are crowded. The need for correctional officers is great and is expanding.

Probation and Parole. Probation officers and parole agents have had to carry overlarge caseloads despite increases in staff. In some areas of the nation, the number of probation officers and parole agents has increased at about four times the rate of total employment in recent years. Growth is expected to be even faster owing to the recent federally enacted Probation Subsidy Bill, under which the states will subsidize counties for each probationer who does not enter an institution.

Probation activities have increased not only in heavy urban concentrations, but also in the fast-growing suburbia. Young couples and their children have moved into housing developments and suburban communities, often taking with them their own unsolved problems, while collecting new problems in an unfamiliar community. Consequently, such probation problems as child neglect or abandonment, or juvenile delinquency, are increasingly found in suburban communities as well as in metropolitan areas.

Sources of Employment Information.

Law Enforcement. The State Employment Service, the local sheriff's and police departments, and the state police, all provide information about careers in law enforcement, especially police work. The State Employment Service usually administers aptitude tests on a daily basis for candidates interested in employment with the police department.

Firefighting. For information on firefighting positions, the local Fire Department should be contacted. County and city personnel offices also provide information relating to examinations, openings, and specific job requirements. Some fire departments advertise in newspapers for candidates for employment. For information about forest firefighters, inquire of the State Division of Forestry for openings with the state, and the Regional Forester of the U.S. Forest Service for federal openings.

Probation and Parole. The usual method of obtaining a job as a probation officer is to apply to the county or state civil service office. The applicant will be notified of the time to report for a written examination, and candidates who pass the written examination are later interviewed. For a job in the U.S. Probation Office the Chief Federal Probation Officer should be contacted. Federal appointments are made by the court on the recommendation of the Chief Probation Officer.

STUDENT LEARNING ACTIVITIES

- Study file of statistics and information on the expectations of jobs in public safety, corrections, and judicial services.
- Discuss with your peers career possibilities and requirements for employment as a policeman and firefighter in your local district.
- List the employment opportunities available in your own area in law enforcement and public safety.
- Discuss continuing education programs available locally to workers in public safety, corrections, and judicial services who want to improve their professional skills.
- Discuss and compare employment goals with the statistics and information on the expectations of jobs in public safety, corrections, and judicial services.

- Write a short summary of your employment goals.

TEACHER
MANAGEMENT
ACTIVITIES

- Lead discussion on career possibility and requirements for promotion of workers in local law enforcement and public safety agencies.
- Arrange for small group discussion on students' employment goals and a comparison of their goals with the employment outlook in public safety, corrections, and judicial services.
- Arrange for students to visit the local office of the state employment service and discuss the employment outlook for public safety, corrections, and judicial services.

RESOURCES

Occupational Outlook Handbook, U.S. Government Printing Office, Bulletin No. 1650, 1970-71.

Rationale for New Careers in the Administration of Criminal Justice, University Research Corporation, 1967.

New Careers: The Patrolman Aide: Trainee's Manual, Richardson White, Jr., and John H. Stein, University Research Corporation, 1968.

New Careers: The Patrolman Aide: Trainer's Manual, Richardson White, Jr., and John H. Stein, University Research Corporation, 1968.

Section 7

REGULATORY SERVICES AND RECORDS

Section 7

REGULATORY SERVICES AND RECORDS

Unit 1 Nature of the Field

INSTRUCTIONAL OBJECTIVES

1. Ability to describe the evolution of the concept of regulatory services and records.
2. Ability to list at least three reasons for regulatory services and records.
3. Ability to list the primary functions of regulatory services and records.

CONTENT

Reasons for Regulatory Services and Records. Services or products which are required and performed for the public need to have rates and regulations established. To avoid their establishment in an uncontrolled manner by the rise and fall of free market operations, the government regulates government activities, professions, public utilities, and monopolies. Congress has created major independent administrative or regulatory agencies which regulate or promote private industry for stated public purposes. Some of these agencies are responsible to the Congress, while others answer directly to the President. Government commissions have been formed, their objective being to determine rates and services; they thus provide regulatory services and records for government activities, public utilities and monopolies, and professions. Most of the commissions and agencies are at the federal and state levels, but some are at the local level.

The states were the first bodies which made laws that could give some assurance that the people would get true value for the dollars they spend. The first rules they made applied to owners of ferries, bridges, grist mills, and water companies. As industrialization spread, people moved from farms to cities and began to purchase more factory-made goods. These laws were then applied to interstate commerce, and became federal rules.

Consumer laws grew with the production and consumption of goods as the country became more industrialized. The first major federal consumer law was enacted in 1887 after the establishment of the Interstate Commerce Commission, to protect the people from overcharging by the railroads; the field of transportation being the start of industrialization, as well as government regulation of industry. As industrialization and urbanization grew, more federal laws were devised to protect the people, bringing with them more and more possible choices of services for the public at the lowest possible prices.

Professions, public utilities, and monopolies operate under stricter regulation than does private industry. Without such regulation, public utilities could charge exorbitant rates since they are monopolies. A general approach by the federal or state government is to allow the utilities to earn enough to get a "fair" return on a "fair" value of its property or their service.

Public utility companies or professional people have to obtain permission from the state commissions which regulate the respective standards of service before the utility can offer service to the public, or the person can practice his profession. The commissions examine and license the utilities and the professional people; carry out periodic inspections; and keep public records of licenses, examinations, and other pertinent information. The commission must approve or deny any extensions, reductions, or abandonments in the service the public utilities or professions render in any community or state.

The regulatory agencies see to it that service is offered without discrimination, in adequate amount and quality to meet the public need, serving all customers, giving the same types of services to identical users.

STUDENT LEARNING ACTIVITIES

- Discuss the reasons for regulatory services and records.
- Prepare at least four questions on the primary functions of regulatory services and records, and discuss these with resource people in the major job families.
- Write a short summary of the evolution of the concept of regulatory services and records.
- Discuss the effect of industrialization and urbanization on regulatory services and records.

TEACHER MANAGEMENT ACTIVITIES	° Collect from regulatory agencies, and make available to students, materials on regulatory services offered by the major regulatory agencies, including historical material on the evolution of these agencies. ° Organize students into small groups for discussion on the reasons for regulatory services and records and the evolution of the concept of regulatory services.
RESOURCES	The Regulators. Watchdog Agencies and the Public Interest, Louis M. Kohlmeier, Jr., Harper & Row, 1969. The Politics of Regulation: A Reader, Houghton-Mifflin, 1964. Government Regulation of Business: A Case Book, Prentice-Hall, 1965.

Unit 2 Regulatory Services and their Functions

INSTRUCTIONAL OBJECTIVES

1. Ability to identify the major job families in regulatory services and records, and describe the nature of the work in each.
2. Ability to list at least four federal and state regulatory agencies, and describe their main function.

CONTENT

Major Job Families in the Field. The job families comprising the regulatory services and records occupational group include taxation, public records, inspection, examination, licenser, census, customs, and immigration.

Congress has given to more than 100 federal administrative agencies and offices the authority to write regulations which apply to private obligations and privileges. Most of the agencies are concerned with economic affairs. Some of the agencies and offices are part of the Executive Branch of the government, while others are more independent of the President and report directly to the Congress.

Executive Branch Agencies, Federal Government. The Executive Branch agencies and offices were formed by the departments for which they offer regulatory services. Many of the agencies impose taxes on their covered products or services, hold examinations in affected fields, carry out inspection of the various services or products to assure that they meet the prescribed standards, and issue licenses authorizing the production of the goods or rendering of the services. One agency takes the census of the country and keeps the records, while still another regulates the Customs Service and immigration to the country.

Department of Health, Education, and Welfare. This Department is responsible for the Food and Drug Administration agency, which was formed in 1931. It administers laws concerning purity, safety, and accurate labeling of certain foods and drugs.

Agriculture Department. This Department includes several regulatory agencies, including the Commodity Exchange Authority, formed in 1922, which regulates trading and pricing on commodity exchanges.

The Packers and Stockyards Administration was formed in 1916 to regulate fair business practices in livestock and meat marketing.

Interior Department. The Oil Import Administration agency was formed in 1959, and regulates the importation of crude oil, fuel oil, and petroleum productions into the country.

Justice Department. The Immigration and Naturalization Service is the agency of the U.S. Department of Justice responsible for administering the immigration and nationality laws of the United States. Its officers are on duty throughout the United States and at stations in Europe, Bermuda, Nassau, Puerto Rico, Canada, Mexico, and the Phillippines. They perform a great variety of duties, which include conducting investigations, detecting violations of the law, and determining whether aliens may enter or remain in the United States. They prevent illegal entrance of aliens into the United States, and make recommendations to the courts in such matters as petitions for citizenship. They collect and evaluate evidence, adjudicate applications for benefits such as petitions for visas, and preside over and present the government's case at hearings.

Treasury Department. The regulatory agencies in the Treasury Department include the office of Comptroller of the Currency which was formed in 1863. The agency regulates and supervises all national banks.

The Internal Revenue Service was formed in 1862, to administer federal income, alcohol, tobacco, and other tax programs. The IRS collects 95% of the total federal revenue, making possible social, scientific, economic, military, foreign and domestic federal activities; national defense, space and missile development, health, and conservation programs.

The Customs Service of the Treasury Department is a big and growing business. In one recent year alone, Customs officials were challenged to examine, appraise, and evaluate new materials and manufactured foods, and collected over three and a half million dollars. The primary function of the Customs Service is the assessment and collection of import duties and taxes; the control of carriers, persons, and articles entering or departing the United States, to insure compliance with laws and regulations; and the performance of valuable services for other government agencies which regulate international traffic and trade.

The Customs Service also performs important controls for other agencies, such as: Department of Agriculture (animals, meat, and plant products); Food and Drug Administration (food, drugs, and pesticides); Bureau of Census (statistics); Bureau of Foreign Commerce (export control); Fish and Wildlife Service (migratory birds); Internal Revenue Service (collection of certain taxes); Bureau of Narcotics (control of importation, and cooperation in law enforcement).

The U.S. Coast Guard was formed in the Treasury Department in 1915, to regulate the seaworthiness of vessels, and to license merchant marine personnel. It also maintains sea search and rescue services, and aids to navigation. It is a Division of the Treasury Department in peacetime, and an arm of the U.S. Navy in wartime.

Transportation Department. This Department includes several regulatory agencies. The Federal Aviation Administration (which was formed in 1958) certifies the airworthiness of aircraft, examines and licenses pilots, and operates the air traffic control system.

The Federal Highway Administration and the Federal Railroad Administration were both formed in 1966. The Highway Administration administers highway safety programs and includes the Bureau of Public Roads, which administers highway construction programs. The Railroad Administration regulates highspeed railroad development programs, and the railroad and oil pipeline safety program.

Commerce Department. The Department of Commerce conducts many regulatory activities and is divided into many Bureaus. It fosters, promotes, and develops foreign and domestic commerce, the manufacturing and shipping industries, and transportation facilities of the United States, with the exception of those facets of transportation now under the Department of Transportation or the Interstate Commerce Commission, the Federal Maritime Commission, etc. The activities performed are varied, and include taking census; collection, analysis, and dissemination of commercial statistics; coastal and geodetic surveys; issuance of patents and registration of trademarks; weather forecasts; administration of certain aid programs to redevelopment areas and the Civil Rights Act of 1964; processing of scientific and technical data; developing American merchant marine; and other activities related to commerce.

Independent Agencies, Federal Government. Some of the major regulatory agencies are more independent of the President and report directly to the Congress. These agencies include, among others, *The Civil Aeronautics Board,* formed in 1938, with major responsibilities in regulation of airline passenger fares and freight rates.

The Atomic Energy Commission, formed in 1946, regulates civilian use of atomic energy.

The Federal Communications Commission, formed in 1934, regulates fares, rates, and practices of those steamship companies involved in U.S. foreign commerce.

The Federal Power Commission, formed in 1930, regulates rates and practices in interstate sale at wholesale of electronic energy, and regulates the transportation and sale of natural gas.

The Federal Trade Commission was formed in 1914, to regulate certain antitrust statutes, as well as laws concerning advertising misrepresentation, flammable fabrics, and the packaging and labeling of certain products.

The Interstate Commerce Commission, formed in 1887, is the oldest federal regulatory agency. Although the ICC at first reported to the Department of Interior, it now reports directly to Congress. It is responsible for regulating the American interstate transportation system in the public interest. Its duties include the regulation of rates, fares, and practices of railroads, truck and bus lines, oil pipelines, domestic water carriers, and freight forwarders.

The National Labor Relations Board, formed in 1935, conducts union representation elections, and regulates unfair labor practices of employers and unions.

The Securities and Exchange Commission was formed in 1934. It regulates the rates and practices of stock exchanges and the over-the-counter securities dealers, and also certain practices of mutual funds, investment advisers, and public utility holding companies.

The Tax Court of the United States was formed in 1924. It adjudicates cases involving deficiencies or overpayment in income, estate, and certain other federal tax matters. It also regulates settlement of certain classes of such controversies.

The United States Tariff Commission, formed in 1916, investigates tariffs and certain other foreign trade matters.

Federal Agencies Working in States. Each state has branches of the above agencies, as well as other regulatory agencies at the state level.

Agriculture Department. The Department of Agriculture has several regulatory bureaus in each state. The Bureau of Meat Inspection enforces the provisions of the Agricultural Code pertaining to the preparation, processing, manufacturing, and selling of meat and meat food products, with general inspection responsibilities in these areas. The Bureau also enforces prohibitions against false or deceptive labeling of meat and meat food products.

The Bureau of Weights and Measures and County Sealers of Weights and Measures of the Department of Agriculture is responsible for enforcement of laws regulating weights and measures. Broadly stated, the responsibility of the Bureau and the Sealers is to ensure that weights and measures and all commercial weighing and measuring devices (such as scales, gasoline pumps, electric meters, and odometers) are correct, conform to state standards, and are honestly used, and that packages and labels of consumer goods are free of deception or misrepresentations, and accurately state the quantity of contents.

U.S. Postal Services. Each state has branches of the U.S. Postal Inspection Service, which operates under many different statutes embodied in the U.S. Code relating to unlawful use of mails. The provisions of law most closely connected to unfair or fraudulent consumer practices related to mailing of lottery tickets or related matter, frauds, swindles, the use of fictitious names or addresses, and the mailing of firearms or injurious articles. The Post Office has the authority to return to senders any mail addressed to persons engaged in false or fraudulent mail schemes.

Federal Trade Commission. This commission sponsors local law enforcement agencies, such as Consumer Protection Coordinating Committees, in many states. The overall purpose of these committees is to achieve more well coordinated law enforcement among governmental agencies in the field of consumer and investor protection.

The Commission has the authority in each state to identify and halt unfair or deceptive trade practices, and unfair methods of competition in interstate commerce. This authority extends not only to halting false, misleading, and deceptive advertising, but any commercial practice or method of marketing which is substantially unfair or deceptive to the consumer, or which constitutes an unfair method of competition. The Commission has special authority to police advertising of food, drugs, medical devices, and cosmetics.

The Commission also enforces the Flammable Fabrics Act, which condemns the manufacture for sale or resale of dangerously flammable wearing apparel.

The Fair Packaging and Labeling Act, also enforced by the Commission, establishes regulations for the labeling of consumer commodities, and establishes specific requirements and prohibitions concerning the labeling and packaging of such commodities.

The Commission is also responsible for enforcement of the Wool, Fur, and Textile Fiber Products Labeling and Identification Acts, which prohibit the misbranding, mislabeling, or false or deceptive advertising or invoicing of the identified products.

State Agencies

Consumer Affairs. Several states have Departments of Consumer Affairs with regional offices. These Departments typically consist of many licensing and regulating agencies, examining thousands of licensure applicants each year. There are approximately 500 occupation-oriented professional and vocational associations. The regulatory agencies are usually categorized as: Healing Arts; Fiduciary; Design and Construction; Business; Sanitation; and the Division of Consumer Services, which is made up of regulatory bureaus, with specialized responsibilities in the field of consumer services.

The objectives of the Department of Consumer Affairs are to promote and safeguard the interests of the consumer in the marketplace; to protect the public health, general welfare, and safety by licensing only persons and firms of demonstrated knowledge and abilities to perform services for the public; and to discipline those licensees who fail in their public trust.

Corporations. Most states have a Department of Corporations which administers a wide variety of statutes regulating commercial development. Its principal authority is in the field of investor protection.

Insurance. The Department of Insurance has broad supervisory and regulatory powers over the insurance industry in the state. It is the agency responsible for licensing and regulating all insurance companies and insurance producers (agents, brokers, solicitors) in the state.

Motor Vehicles. Each state has a Department of Motor Vehicles. This department has broad responsibilities for regulating the sale, registration, use, and operation of motor vehicles in the state. Much of its activity is specifically oriented toward protecting the consumer as a purchaser and user of motor vehicles, particularly automobiles. The Department deals with occupational licensing and regulation of vehicle dealers, salesmen, manufacturers, transporters, dismantling, and driving schools in accordance with specific statutory requirements.

Another regulatory activity performed by the Department is the enforcement of the Automobile Sales Finance Act. This act sets out the terms to be included in a conditional sales contract, limits the amount of interest chargeable on the unpaid balance of a financed automobile purchase, and regulates other aspects of financed automobile sales.

The Department usually also assists in the enforcement of the forgery and grand theft provisions of that particular state's Penal Code, in which a motor vehicle or motor vehicle documentation is involved.

Public Health. Each state has a Department of Public Health with Bureaus of Food and Drug Control, located in the major cities of that state. The general responsibility of the Bureau is to enforce state laws relating to the adulteration, misbranding or false advertising of foods, drugs, therapeutic devices, cosmetics, and hazardous household chemicals. The Bureau's responsibilities generally relate mainly to processed foods rather than to raw agricultural products.

In addition to these broad statutes, the Department of Public Health enforces a variety of laws designed to protect the public from the harmful effects of unsanitary conditions in the processing, canning, storage, and marketing of food. It thus enforces The Retail Food Production and Marketing Establishment Law, which establishes statewide sanitation standards for retail food production and marketing establishments; it enforces laws and regulations governing the sanitation of food manufacturing establishments.

Usually, each state has a Restaurant Act which prescribes sanitation standards for restaurants; a Bakery Sanitation Law; laws relating to cold storage of foods, frozen food locker plants, and cannery inspection; and other specialized provisions relating to the processing, preparation, or packaging of particular food products.

The Bureau also enforces special laws and regulations relating to the diagnosis and treatment of cancer. Among other important provisions, these laws prohibit the treatment of cancer by drugs, surgery, or radiation by persons who do not hold a state license for this service, and also prohibits the sale, gift, prescription, or administration of any drug or device to be used in the diagnosis or treatment of cancer unless this has been approved by the Bureau.

Real Estate. Each state usually has a Department of Real Estate with many regional branches. This Department licenses and regulates all real estate brokers and salesmen. The most important facet of the Department's jurisdiction includes the policing of false advertising in offers of real property for sale or lease; and regulating the activities of real estate agents, to prevent misrepresentations, misleading promises, fraudulent or negligent inducements, incompetence, and dishonest dealing in real estate transactions.

The Department also regulates the negotiation of loans secured by real property liens; licensees of mineral, oil, and gas property; the sale of real estate syndicate security interests where less than 100 owners are involved; and it also prescribes the form of contract and/or advertising in advance fee transactions and advance fee rental operations.

Public Utilities. The Public Utilities Commission is an important regulatory agency in each state. It is responsible for the regulation of intrastate rates and services of privately-owned gas, electric, telephone, water, and steam heat utilities; railroads, buses, trucks, airlines, and vessels transporting freight or passengers; warehousemen; wharf owners or managers; carloaders; and pipeline operators.

While the major portion of the Commission's efforts are directed toward rate and certificate regulation of the utilities, it has jurisdiction to consider virtually any complaint concerning the operations of the companies it regulates. Some of the industries subject to the Commission's jurisdiction include common carriers, such as cement carriers, express corporations, passenger stage corporations, petroleum contract or irregular route carriers; railroads, street railroads, vessels, and passenger air carriers; electric, gas, and water companies; pipelines; telegraph and telephone companies; toll bridges; warehousemen; and wharf owners and managers.

The Commission also regulates household foods carriers, cement contract carriers, charter-party passenger carriers, dump truck carriers, vessels for hire, highway contract carriers, and sewer system corporations.

The Public Utilities Commission determines whether rates charged by public utility companies are just, reasonable, and nondiscriminatory, and it regulates the services and facilities provided by such utilities. It also establishes safety standards for equipment and facilities.

STUDENT
LEARNING
ACTIVITIES

- List the major job families and compare the predominant concerns and duties in each group.

- Write a short summary of the occupational group stating the main functions of each job family.
- List at least four federal and four state regulatory agencies and describe their main functions.
- Compare the responsibilities of the agencies which are part of the Executive Branch of the government with the responsibilities of those which are more independent and report directly to the Congress.

TEACHER MANAGEMENT ACTIVITIES

- Arrange for visit by resource people from regulatory agencies in your town.
- Arrange field trips to local regulatory agencies and have students discuss some of the major duties of workers in those agencies.
- Have students collect materials and information on the primary functions and duties of workers in this occupational group. Help students display materials and information, and share with their peers.

RESOURCES

The Federal Tax System, Tax Foundation, 1968.

A New Dimension in Taxation, U.S. Internal Revenue Service, 1970.

Taxes: Their Source and Usage, Progressive Pictures, (Film, 11 min., black and white), 1963.

Reports of the Immigration Commission, Arno Press, 1969.

Economics of Regulation. Theory and Practice in the Transportation and Public Utility Industries, Irwin-Dorsey, 1969.

Tedrow's Regulation of Transportation, Fair-Guandols, Wm. C. Brown Company Publishers, 1969.

Unit 3 Functions and Duties of Workers

INSTRUCTIONAL OBJECTIVES

1. Ability to describe the major duties performed by workers in regulatory services and records.
2. Ability to compare and contrast the general duties of workers in regulatory services and records.
3. Ability to make a list of the typical jobs in regulatory services and records, and describe the duties performed in at least six of the jobs.

CONTENT

Functions and Duties of Workers. This unit contains brief descriptions of the major functions and duties of workers in the field of regulatory services and records. Some of these descriptions are rather narrowly confined to one area of work, but, where it is feasible to do so, one or two descriptions are written to cover a general area encompassing several related positions in federal, state, and local government.

Because of the size and complexity of regulatory operations and programs, the administrative problems involved in their management and control are tremendous. Executives, therefore, require the help of administrative assistants in the management phases of their work. The assistant is typically concerned with providing assistance to management in budgetary and fiscal areas, personnel, correspondence, organization, procedure, supply, or records. Many of the regulatory agencies conduct management-internship programs to train and develop employees for administrative work.

Accountants. The government depends heavily on trained accountants for assistance in managing its varied activities and in carrying out its contracting and regulatory functions. Accountants design, install, and operate the government's accounting systems. They may also analyze and interpret data, perform internal audit of agency operations, and audit government contractors and recipients of grants-in-aid. Some accountants prescribe accounting systems under regulatory programs and analyze accounting reports submitted by regulated companies.

Taxation Job Family

Tax Specialists - Internal Revenue Service. IRS employees conduct investigations to assure an equitable tax system, and enforce laws against those who would defraud the government. Revenue officers call on all types of taxpayers, examine records, obtain and analyze information regarding business situations, and negotiate arrangements to satisfy taxpayer obligations.

Internal Revenue Agents examine and audit accounting books and records to determine correct federal tax liabilities.

Office of International Operations - Revenue Service Representative. A very experienced revenue agent may also serve abroad in the Office of International Operations as a Revenue Service Representative or assistant, on temporary rotation assignments of four or six months, auditing, examining, and investigating foreign entities, individuals, and corporations operating within the United States. He determines sources of taxable income (foreign and domestic) under existing laws, treaties, and rulings. He conducts field examination throughout the United States and foreign countries, and may be assigned for as long as six months to temporary duties at established foreign posts to assist in bringing peak loads under control. He may also conduct appropriate investigations, and gather evidence for possible use in criminal or civil prosecutions with international aspects.

Special Agents in the IRS investigate tax fraud and other related criminal violations. They document, evaluate, and organize evidence, and report on their findings.

Internal Security Inspectors maintain the security of the IRS. Their duties include investigations of IRS employees for extortion, bribery, fraud, embezzlement, and theft.

Internal Auditors work with the inspection service inside IRS, and evaluate the service operations. The Internal Revenue Agent audits the case, whereas the Internal Auditor audits the performance of that duty.

Tax Auditors contact taxpayers to identify and explain tax issues and determine correct tax liabilities.

Accounting Technicians are junior accountants who perform the clerical part of accounting in the IRS Service Centers and sometimes assist the accountants in less professional work.

Estate tax attorneys make field examinations of federal estate and gift returns. They determine the value, ownership of interests, and taxability of estates and gifts.

Collection Revenue Officers collect the delinquent taxes in a professional manner, with the power to seize property. They are assisted by Revenue Representatives who occupy a junior position in the field of collection. In addition to assisting with the collection of delinquent taxes, they also advise and assist the public on questions of collection.

Administrative Specialists have duties ranging from recruitment, employee development, and budget formulation, to direct contacts with information media.

Other positions with the IRS include Tax Law Specialist, Estate Tax Examiner, and Competent Authority Analyst.

Tax Specialists at State Level

Tax Examiners at the state level examine incoming tax returns, propose additional assessments, and make refunds where proper.

Auditors also work for the State Revenue Agencies. They assist in field audits of individuals, business organizations, or state agencies subject to state taxation or regulations. They also prepare audit reports, and may be assigned responsibility for particular sections or phases of an audit. In the office, they examine tax returns and financial statements for completeness and proper application of the law. They also correspond with taxpayers, and prepare schedules to show changes in tax liability.

Legal Counsel is an entry level position with the State Revenue Agencies. A Legal Counsel studies, interprets, and applies laws, court decisions, and other legal authorities in the preparation of cases, drafts legislative measures and regulations, and does a wide variety of research.

A Programmer Trainee translates problem statements and detailed flow charts into computer code and operating instructions, assists in preparing flow charts on complex problems, programs simple problems for computer input, tests coded computer programs, and makes revisions to eliminate errors and inefficient use of computer time.

Public Records Job Family

Most of the duties performed in this field are clerical. They include keeping detailed records of the vital statistics of the residents of the state; recording births, deaths, marriages, etc.; and performing filing duties as filing clerks. Clerical positions are usually at several levels and are supervised by administrative personnel.

Inspection Job Family

The duties of workers in Inspection are to inspect and investigate the enforcement of laws and regulations in some particular field. Although the fields in which inspectors work are diverse, their actual duties are very similar. For example:

A *Food and Drug Inspector* makes inspections and investigations of establishments and of the manufacturing, producing, packing, labeling, and distribution of food, alcoholic beverages, drugs, cosmetics, and hazardous substances.

A *Dairy Foods Inspector* in the Department of Agriculture performs field inspection and enforcement work involved in the administration of the provisions of the Agricultural Code pertaining to quality control of milk and milk products. He visits dairies, milk plants, factories, restaurants, and other places of business to inspect the registration and use of dairy containers and cabinets. He makes sanitary inspections of dairy farms and plants; gathers evidence, and assists in the prosecution of violators of dairy laws. He may also participate in hearings on the revocation of licenses and permits, and may also develop and introduce improved dairy methods.

A *Building Inspector* inspects buildings being constructed, altered, or repaired for compliance with building laws. He examines plans and specifications of buildings for conformity with zoning regulations; inspects damaged buildings, and reports need for repairs or demolition; investigates alleged violations of codes, and issues orders for correction of such violations as noncompliance with plans, specifications, and codes.

Examination Job Family

The function and duties of workers in examination vary with the field of examination. For example, the duties of workers in some of the larger fields include, in addition to the tax examiners discussed above:

The *Insurance Examiner*, who checks the financial status of insurance companies to assure their compliance with applicable laws and regulations. He inspects records, prepares trial balances, audits financial statements, and reviews claim and policy files.

The *Bank Examiner* participates in the examination of the financial condition of banks and trust companies, and reviews their accounting methods and audit controls.

The *Corporation Examiner* performs technical and administrative duties to assure compliance with provisions of various laws under the jurisdiction of the Department of Corporations relating to regulation of corporations, personal property brokers, industrial loan companies, credit unions, escrow agents, and check sellers and cashiers. They conduct and supervise the examination of books and records of financial institutions and other business firms.

The *Drivers License Examiner* examines applicants and makes recommendations as to the issuance of drivers licenses. He also gives information to the public, and does other work as required.

The *Claims Examiner* performs work involved in developing, examining, adjusting, reconsidering, or authorizing the settlement of claims involving disability, death, land, government checks, passport applications, retirement and old-age insurance, veterans' and unemployment compensation.

The *Hearing Examiner* presides at formal hearings required by statute. He administers oaths and affirmations, issues subpoenas.authorized by law, holds prehearing conferences for the settlement or simplification of the issues, questions witnesses, and performs other similar duties.

The *Labor-Management Relations Examiner* is the initial contact for parties concerned about a labor relations question. He conducts hearings on alleged unfair labor practices, and supervises elections to choose representatives for collective bargaining purposes. He gathers facts pertaining to his cases, evaluates them objectively, and determines proper remedies.

The *Bank and Savings and Loan Examiner* assembles information essential to the appraisal and classification of assets, verifies cash on hand, prepares bank reconcilements, verifies and lists bonds and securities, makes test audits, and prepares schedules of earnings and expenses. In this position the examiner generally travels extensively.

Licenser Job Family

In the Licenser job family, the major function of workers is to license persons and businesses, and to regulate licensees and register them. For example, the licensers at the State Board of Pharmacy administer and enforce applicable statutes and regulations pertaining to the handling and distribution of drugs and devices in accordance with provisions of the Pharmacy Law; they also regulate and control the handling and distribution of dangerous and restricted drugs and devices, poisons, hypodermics, etc. The duties of licensers include administering examinations to license applicants, checking licensure requirements for the specific field, issuing the original license and duplicate certificate, and license renewals. A licenser interviewer or licenser generally works for one particular agency, such as the State Board of Pharmacy, State Board of Nursing Education and Nurse Registration, State Board of Registration for Professional Engineers, State Board of Barber Examiners, Cemetery Board, State Board of Architectural Examiners, and so on.

Census Job Family

The duties of workers in the Bureau of The Census are primarily census taking, which involves making surveys and actual counts of people living in each town, city, and state. The Bureau of The Census employs a large clerical staff, including filing clerks, clerk-typists, and other additional staff.

Customs Service and Job Family

Customs Inspectors are the government's front-line protection against smuggling and illegal importation and exportation of merchandise. They inspect cargo, baggage, mail, and articles worn or carried by persons and carriers entering or leaving the United States. The work of the inspector requires continual contact with the traveling public, importers, crew members, and carrier employees. The Customs Inspector works at major international airports, ships, and piers, or wherever there is importation of cargo and the processing of passengers returning from foreign ports.

Import Specialists examine import entry documents, classify merchandise under Tariff Schedules of the United States, and accurately determine the appraised unit value of merchandise. Further responsibilities of these specialists include the careful analysis of all documents and supporting papers relating to import, and the accurate determination of duties applicable and taxes due. Customs aides perform essentially the same duties as Import Specialists, except that they deal with entries worth under $200. Customs Agents conduct investigations relating to the prevention and detection of fraud through undervaluation of merchandise, smuggling of merchandise and contraband into or out of the United States, and other Customs matters. Customs Agents work together with other Treasury enforcement agents to enforce laws that come under their jurisdictions. Agents are found in every state, on the high seas, and in many countries abroad.

Immigration and Naturalization Service and Job Family

The *Border Patrol Agent* (formerly known as Importer Patrol Inspector) is the entry-level position in the Border Patrol of the Immigration and Naturalization Service. This is a mobile uniformed enforcement organization. Its principal purpose is to prevent the smuggling and illegal entry of aliens into the United States, and to detect, apprehend, and initiate departure of aliens illegally in this country. Border Patrol Agents are generally assigned along international boundaries and coastal areas, but at times to areas within the country. Border Patrol Agents patrol areas to apprehend persons seen crossing the border; stop vehicles on highways to check citizenship of the occupants; inspect and search trains, buses, airplanes, ships, and terminals to detect aliens entering illegally; and perform many other duties to enforce the immigration law. They cooperate with other enforcement agencies of the government in the prevention of smuggling of contraband into the United States.

Experience in the Border Patrol is necessary to advance to other positions in the Service, such as Importer Inspector or Inspectress, and Investigator.

An *Immigration Inspector* inspects persons seeking admission or readmission to, or the privilege of passing through, or residing in, the United States. Some immigration inspectors also effect the arrest, detention, control, supervision, parole, or deportation of aliens subject to deportation or exclusion. Inspectors may be required to board land, sea, and air conveyances for the purpose of inspecting or questioning persons arriving in or departing from the United States. In some ports, they may be subject to call at all hours of the night in order to inspect incoming vessels arriving unexpectedly or off schedule.

An *Immigration Investigator* performs duties similar to the Immigration Inspector, with the exception that where Immigration Inspector positions are located at international borders, seaports, and airports of entry into the United States, the Investigator positions are located at the numerous offices of the Service in almost every state.

STUDENT LEARNING ACTIVITIES

- Visit local Internal Revenue Service office and observe the typical duties performed by agents, examiners, and analysts. Write a short summary on activities observed on field trip.

° Question a Food and Drug Inspector, Building Inspector, Bank Examiner, Drivers License Examiner, or Tax Examiner, about his duties.

° Discuss in small groups the functions and duties of workers in customs, immigration, census, and licensure.

° Prepare short talk on the positions in customs, immigration, and inspection, comparing and contrasting the duties performed by workers in those job families. Repeat activity, using other job families in Regulatory Services and Records.

TEACHER MANAGEMENT ACTIVITIES

° Invite speakers from the various job families or arrange for students to visit the agencies and talk to workers.

° Organize students into small groups for discussion on function and duties of workers.

° Arrange a display of information on Regulatory Services and Records.

RESOURCES

Your Place in Space As a Professional Auditor, U.S. Air Force Auditor General, 1967.

Auditors - A Professional Career, U.S. Defense Contract Audit Agency, 1968.

Internal Auditor, U.S. Internal Revenue Service, 1970.

Revenue Agent, U.S. Internal Revenue Service, 1970.

Revenue Officer, U.S. Internal Revenue Service, 1970.

The Internal Revenue Aide, U.S. Internal Revenue Service, 1969.

The Tax Auditor, U.S. Internal Revenue Service, 1970.

Treasury Enforcement Agent, The Treasury College Recruitment Coordinator for Law Enforcement, 1970.

FDA Inspector, U.S. Food and Drug Administration, 1969.

License Inspector, ARCO Publishing, 1965.

Unit 4 Recommended Qualifications of Workers

INSTRUCTIONAL OBJECTIVES

1. Ability to discuss the recommended qualifications of workers in regulatory services and records.
2. Ability to evaluate his own qualifications and compare them with the qualifications required for entry-level jobs.

CONTENT

Regulatory agencies operate a great variety of interesting and challenging programs that require many different skills. Many positions in regulatory services require college education; however, not all do so. For most positions background knowledge, or a satisfactory combination of education and experience, is accepted in lieu of the educational requirements.

Taxation Job Family - Internal Revenue Service (IRS).

Almost every major college field of study has some application to the work of the Internal Revenue Service. The majority of positions can best be filled by students who have completed majors in Accounting, Business Administration, and Law. However, hundreds of positions are filled each year by young college men and women who major in Political Science, Public Administration, Education, Liberal Arts, and other fields. A college degree is desirable; however, college seniors, especially those who have taken accounting courses, are encouraged to apply.

Tax Auditors require graduation from college with specialization in accounting. They should be able to conduct audits or financial examinations of accounts and records, analyze data and draw sound conclusions, prepare clear and concise reports, and speak and write effectively.

The Estate Tax Attorney requires an L.L.B. or J.D. degree.

A legal counsel must have graduated from law school and must be a member of the Bar Association of his state. He must know legal research methods, legal principles, and their application. He should have the ability to analyze, appraise, and apply legal principles, facts, and precedents; present statements of fact, law, and argument clearly and logically in written and oral form; draft statutes; and dictate correspondence involving the explanation of legal matters.

A Computer Programmer Trainee must have an associate-of-arts degree in data processing. However, further training in computer science or data processing at a four-year collegiate level institution are highly desirable. A programmer trainee should have the ability to develop electronic computer routines; analyze data and draw logical conclusions; speak and write effectively; and prepare clear, complete, and concise reports.

Public Records Job Family.

The qualifications for clerks in Public Records generally include a high school diploma, and knowledge of typing. For administrative positions, some college education is generally required, and often a degree in business administration is desirable.

Inspection Job Family.

Graduation from college is generally one of the requirements for an inspector.

A Food and Drug Inspection Trainee has requirements which include an education equivalent to graduation from college with courses in bacteriology, biology, chemistry, food technology, pharmacology, pharmacy, sanitation, sanitary engineering, or other biological or chemical sciences. It is desirable to have knowledge of current public health and sanitation problems in the production and distribution of foods and drugs, alcoholic beverages, and related products. Special personal characteristics often include aptitude for food and drug inspection and investigation work, and capacity for development.

A Dairy Foods Inspector needs to graduate from college with specialization in studies relating to dairy farm or milk and milk products. The skills needed include a wide knowledge of dairy production, dairy products manufacturing methods, and milk equipment and materials. Knowledge of methods of testing and grading dairy products, and the principles of environmental sanitation, are generally also required.

Examination Job Family.

Special requirements for examiners generally include college-level education in accounting, banking, finance, business administration, economics, or appropriate experience. The examiner should have a wide knowledge of general accounting principles and procedures, and a general knowledge of business law. He should be able to analyze data and draw sound conclusions, and speak and write effectively.

Tax Examiners usually require no experience or education. Applicants are required to pass a written test which measures their ability to learn the job.

The Hearing Examiner must have been duly licensed and authorized to practice as an attorney for a period of at least seven years.

Licenser Job Family.

The qualifications for licenser include thorough knowledge of the particular field in which he will work, the ability to prepare and administer examinations, and to inspect the work and qualifications of applicants for licenses and renewals.

Census Job Family.

For a Census Taker, the qualifications include a high school diploma and some college education. Workers in this field need to have the ability to communicate with people, be tolerant of people and situations, follow instructions, and be able to write logical and succinct reports.

Customs Job Family.

A Customs Inspector needs four years of college study in any major field. The minimum age is 21. A good physical condition, to meet the rigorous demands of the job; the ability to deal satisfactorily with the public; and a combination of toughness and diplomacy; these are valued assets. Because the inspector is involved in varied situations, initiative and sound judgment for on-the-spot decision-making are essential.

An Import Specialist must have four years of college study, and proven reliability because he makes reports on violations of trademark, copyright, or marketing laws, and must be ready to defend the government's position in all litigation resulting from these actions. The complex assignments for import specialists demand a natural ability to assimilate specialized knowledge, and to meet and deal effectively with people in order to secure their cooperation in complying with technical requirements.

The Customs Aide position requires two years of college study or an AA/AS Degree, and qualifications similar to Import Specialist.

Immigration and Naturalization Service and Job Family.

Applicants for positions in Immigration and Naturalization must be 21 years of age. There is no maximum age limit. All applicants must take a competitive written and oral examination designed to measure verbal abilities and judgment. An automobile driver's license and United States citizenship are required. Applicants must be in sound physical condition and be of good muscular development. They must have good vision and hearing.

STUDENT
LEARNING
ACTIVITIES

- Study and discuss recommended qualifications of workers in Regulatory Services and Records.
- Prepare a series of questions to ask the resource people in your class from various local regulatory agencies.
- Analyze your own qualifications and compare them with the recommended qualifications for Regulatory Services and Records workers.
- Visit regulatory agencies and obtain information about examinations and current employment opportunities.

TEACHER
MANAGEMENT
ACTIVITIES

- Divide students into small groups and initiate discussion of qualifications required in each job family and comparison of students' own qualifications.
- Prepare a file on qualifications and other requirements for Regulatory Services and Records and make available to students.
- Collect pamphlets and other employment literature from the Civil Service Commission and state and local regulatory agencies, and make them available to students.
- Invite representatives of the Civil Service Commission and regulatory agencies to visit class and act as resource person.
- Organize field trip to local regulatory agencies and obtain information concerning current employment opportunities and open examinations.

RESOURCES

Career Gateways, Employment Information Center, 1970.

Graduate Into Government, U.S. Department of Agriculture, 1968.

Unit 5 Career Lattices and Employment Prospects

INSTRUCTIONAL OBJECTIVES

1. Ability to identify at least four sources of information concerning employment prospects in regulatory services and records.
2. Ability to identify entry-level jobs in regulatory services and records.
3. Ability to describe and contrast the typical entry-level jobs for workers in the seven major job families.
4. Ability to construct a typical career lattice for at least three of the major job families.
5. Ability to compare employment expectations of jobs in regulatory services and records with his own job goals.

CONTENT

Career Opportunities. The occupational field of regulatory services and records offers a great variety of career opportunities. For example: jobs for administrative assistants are numerous and varied in the administration of the regulatory agencies. Administrative positions exist in all government regulatory agencies, and opportunities for advancement are excellent for persons who demonstrate the ability to perform administrative duties effectively. Participation in an agency's management-internship program is a good method of embarking on a full management career.

Accountants. There are over 19,000 professional accounting positions scattered throughout the government, many of these in regulatory services and records. New appointees are given systematic training and supervised on-the-job assignments comparable to those given in "junior" positions in large public accounting firms. Well-qualified individuals have a good chance to move up to higher levels of accounting, auditing, and related areas of controllership. Major employers of accountants and auditors are the Internal Revenue Service, the Board of Equalization, the Department of Human Resources Development, the Bureau of Budget, the General Accounting Office, and the Department of Defense.

Taxation Job Family - Internal Revenue Service.

The Internal Revenue Service (IRS) has more than 60,000 employees, and is by far the largest organization in the Treasury Department. Each year millions of personal income tax returns, and thousands of franchise and corporation income tax returns, are filed with the Internal Revenue Service in each state. The IRS is a decentralized organization and its employees are employed in offices, large and small, throughout the United States.

The IRS is divided into three separate broad career fields: Federal Law Enforcement, Accounting, and Collection.

The Federal Law Enforcement positions include special agents in intelligence, and internal security inspectors.

The area of Accounting includes Internal Revenue Agents, Internal Auditors, Tax Auditors, Accounting Technicians, and Estate Tax Attorneys.

In Collection, the positions include Revenue Officers, Tax Payer Service Representatives, and Revenue Representatives.

The regional IRS service centers employ Tax Examiners, Data Transcribers, and Tax Specialist Clerks.

The U.S. Treasury Department also directs a Bureau of Alcohol, Tobacco, and Firearms, which was a part of IRS until July, 1972. This Bureau employs Special Investigators, and Alcohol and Tobacco Tax Inspectors.

Inservice Training. During their first year, professional employees in the Internal Revenue Service are given at least six weeks of formal training, which includes a postgraduate course in taxation taught by authorities in their fields. Beyond this, advanced training and work of progressively greater responsibility are linked together in well-defined career development programs. Carefully integrated training is provided in career lattices to supervisory, mid-management, and executive positions. Opportunities for advancement are good. Supervisory and management positions and higher levels are usually filled under an informal merit promotion program.

Career Advancement. Workers in the positions indicated above may be considered for positions at higher levels, if they can qualify on the basis of experience and demonstrated competence. Opportunities are also available for promotion to higher positions for workers who have completed the requested number of semester hours of study in related subjects. This training may be acquired after appointment through resident study, or by completion of correspondence courses which are available to IRS employees.

Legal Counsel. In addition to the foregoing, the position of Legal Counsel is also an entry-level job in the Internal Revenue Service. Besides the Internal Revenue Service, major employers of legal counsels are Boards of Equalization, State Compensation Insurance Funds, Legislative Counsel Bureaus, Public Utilities Commissions, Departments of Alcoholic Beverage Control, and others.

Public Records Job Family

In the Public Records field, employment opportunities are mostly in the clerical area. There are generally a number of levels of clerical positions through which one can advance, as he attains more experience on the job. Advancement is possible into the administrative positions. In most states this is a comparatively small department; hence, the employment opportunities are not as extensive as in some other job families.

Inspection Job Family

Employment prospects in the Inspection Services are very good. Substantial growth in the inspection occupations is quite likely during the next five to ten years, particularly in those inspection activities which relate to housing and urban renewal programs. The career ladder in Inspection usually begins with the Inspector Trainee, the next step being the Inspector, followed by Senior Inspector. For example:

Building Inspector. In Building Inspection the entry-level job would be Building Inspector Trainee, then Building Inspector, and finally Senior Building Inspector. This career lattice is based on the use of the Building Inspector as a generalist inspector, who performs a variety of inspectional services in accordance with various codes.

Specialization in the plumbing, electrical, or other specific areas often occurs at the senior level. Some states are so set up that the position of Building Inspector Trainee can lead to specialized positions in plumbing, electrical, and housing inspection, as well as code enforcement in urban renewal and neighborhood conservation projects. This progression generally depends on the level of education attained by the trainee. In some highly specialized inspection departments, there are separate career lattices, with trainee positions in plumbing inspection, housing inspection, electrical inspection, plan checking, and depending on how local government functions are organized, public works construction inspection.

Examination Job Family

Examiners are employed by federal and state agencies as well as by private groups, hence their employment prospects are good. Opportunities for advancement are generally excellent, as are opportunities for training and promotion to other jobs. There are several levels of examiners in most fields. The entry-level job is often Auditor I. For example:

Corporation Examiner. For Corporation Examiner a typical career lattice may begin with Auditor I, then Corporation Examiner II and III, Supervising Corporation Examiner I and II, and then Chief Corporation Examiner. The Corporation Examiner receives from $9,000-$11,000 at the entry-level, and reaches $17,000-$21,000 per year as Chief Corporation Examiner.

Bank Examiner. Bank Examiner I is the entry-level position for college graduates interested in a career in bank supervision. Bank Examiner II is the next step in the career lattice. The salary range for an entry level job as Bank Examiner, and also for Savings and Loan Examiner is between $9,000 and $11,000, and increases with experience and rank.

Drivers License Examiner. The Drivers'License Examiner receives between $8,000 and $10,000 per year.

Insurance Examiner. The Insurance Examiners receive between $8,000 and $10,000 per year.

Hearing Examiner. The salary range for Hearing Examiner is between $23,000 and $34,000 per year.

Licenser Job Family

The licenser job family is an evergrowing field, wherein more people are needed as the Departments of Consumer Affairs and the State Boards in the various professions and occupations expand. The entry-level job is usually license interviewer, then licenser, and then supervisor and director.

Census Job Family

Since census is generally taken every ten years, the work for many Census Takers is either temporary or periodical. During the years when the census is not being taken, the regional offices of the Bureau of the Census employ a very small staff. The employment prospects are good, but not as extensive as in some other job families. Many of the jobs are clerical. The Census Taker is usually the entry-level job into the field. This is followed by administrative staff positions, such as Supervisor, Assistant Director, and Director.

Customs Service

In addition to the rapid growth in trade and tourism, the Customs Service is constantly required to adjust to the technological and procedural changes of the private industries served by them. For example, the jumbo aircraft of the 1970's, carrying almost 300 passengers, necessitate new methods and facilities to process large numbers of people in a short period of time. To accomplish this task and to meet the demands of tomorrow, the Service needs more well-trained and resourceful men and women - young people with fresh ideas who accept the challenges of a modern industrial society.

The entry-level positions for the Customs Service is as a Customs Aide (which may also be true in the United States Treasury Department). The next step in the career lattice may be Import Specialist, then Customs Inspector, followed by supervisorial and executive positions. Other supportive positions include Personnel Specialist, Management Analysis Specialist, Legal Assistant, Port Investigator, Chemist, Accountant, Auditor, and secretaries and typists.

Immigration and Naturalization Service and Job Family

The Immigration and Naturalization Service offers very good employment prospects. The Service keeps all officers currently informed about the requirements for supervisory, management, and executive positions so that they may know the opportunities for advancement, and be aware of the experience they must gain in order to prepare for promotion. Advancement is based on merit. Vacancies from the "journeyman" level up to executive levels are filled by the promotion of officers who have demonstrated career capacity for advancement. The Immigration and Naturalization Service has developed an Officer Selection Board System to insure that each vacancy, throughout the Service, is filled by the best qualified officer available.

The Service has an employee development program designed to assist employees in the performance of their work and to enable them to prepare for advancement. "Know how" is furnished to employees through organized training. This includes training on the job, attendance at service schools, and correspondence lessons. It is accompanied by changes in work assignments and posts of duty to enable officers to gain new and varied experience, and to use their "know how" to advantage.

Boarder Patrol Agent. The entry level job is as Border Patrol Agent. This may lead to other positions such as Immigration Inspector and Investigator, then to supervisory and executive positions.

The basic entrance salary for a Border Patrol Agent is about $8,000 per year. With progression to the higher level journeyman positions of Border Patrol Agent, the salary raises to $9,000 and then $10,000 per year. As they gain additional experience, officers become qualified for promotion to supervisory positions in the Border Patrol, and for other positions in other activities of the Service, even to executive levels. The opportunities for advancement are excellent, as are opportunities for training and promotion to other jobs.

The salary range for entry level positions in Customs is about $8,000 to $9,000 per year. With experience, a Customs Aide may advance to Customs Inspector or Investigator, at which time the salary would increase to about $12,000, and, with further experience and promotion, to even higher levels.

STUDENT LEARNING ACTIVITIES

- Study file on statistics and information on the expectations of jobs in Regulatory Services and Records.
- Write a short comparison on employment expectations of jobs in Regulatory Services and Records.
- List the employment opportunities available in your own area in inspection, taxation, and examination.
- Discuss advancement opportunities available in at least three of the major job families.
- List and describe one entry-level job found in each major job family.
- Construct a typical regulatory services and records occupations career lattice for at least four of the job families.
- Discuss the typical activities of each entry worker in regulatory services and records.

- Become an "aide" for a day to an officer in Inspection, Examination, Customs, or Immigration, and make a short summary and evaluation of your experience.

TEACHER MANAGEMENT ACTIVITIES

- Prepare and make available to students file on statistics and information on jobs in Regulatory Services and Records.
- Arrange for students to become an "aide" for a day in Inspection, Examination, Customs, or Immigration.
- Arrange for a tax examiner, customs inspector, and a drivers license examiner to be resource people in class.
- Have students discuss in small groups typical activities of each entry-level job.
- Have students prepare a file on career lattices and job descriptions in regulatory services and records.

RESOURCES

An Auditing Career, U.S. Defense Contract Audit Agency, 1968.

Your Auditing Career, U.S. Army Audit Agency, 1970.

Career Opportunities in Poultry and Meat Inspection, U.S. Department of Agriculture, 1969.

Career Opportunities in Consumer and Marketing, U.S. Department of Agriculture, 1969.

Careers in the U.S. Department of Commerce, U.S. Employment Information Center, 1970.

A Career in Bank Supervision, U.S. Federal Deposit Insurance Corporation, 1968.

Career Opportunities, U.S. Interstate Commerce Commission, 1969.

The Road to Your Success, U.S. Federal Highway Administration, 1970.

Careers in the U.S. Department of Interior, U.S. Department of Interior, 1971.

Careers With the Immigration and Naturalization Service, U.S. Immigration and Naturalization Service, 1970.

Section 8

TRANSPORTATION SERVICES

Section 8

TRANSPORTATION SERVICES

Unit 1 Nature of the Field

INSTRUCTIONAL OBJECTIVES

1. Ability to describe transportation management in terms of its major goals and purposes.
2. Ability to identify the major transportation systems for which transportation managers are responsible.
3. Ability to discuss the major challenges confronting transportation managers.
4. Ability to list at least four reasons why national transportation policies and procedures are necessary.

CONTENT

Transportation Management. The field of transportation management has to do with society's attempt to find answers to such questions as:

- What will happen if we don't have uniform traffic signs, roads, or procedures for our traffic control?
- Suppose we have more automobiles than our roads can handle?
- What if they made an unsafe car?

Transportation management is concerned with reducing the hazards and inefficiencies of congestion in surface and air passenger cargo flow systems. Usually such work is done by the federal government, but some aspects may be performed by state agencies.

The provision of transportation management is the response of the federal government to a realization that someone must assume the responsibility for coordination and policies of various transportation systems.

Transportation agencies offer "indirect" services, such as advice or guidelines; they also provide policy and rigid regulations. Actually, the two types of services are seldom entirely separate. For example, organizations or state agencies often need considerable advice as to the need for construction of new highway systems. In addition, they require clear specifications or policies concerning road construction, signs, etc., to ensure that the roads, when built, will be compatible with roads of other states.

Background. As early as 1805, Albert Gallatin (then U.S. Secretary of the Treasury) proposed establishment of a federal transportation agency. While there were then no automobiles, airplanes, or even bicycles, the complications of public travel were already a national headache.

The idea surfaced in Congress regularly, but inconclusively, from 1874 until 1966. Meanwhile, land, air, and sea transportation developed independently, with only casual interrelationships. In 1966 Congress acted, creating for the first time one department to oversee all transportation activities in the nation.

Goals of Transportation Management. Whether at the state or federal level, transportation management has similar purposes. These may be stated as the needs to:

- Develop state and national transportation policies and programs conducive to the provision of fast, safe, efficient, and convenient transportation at the lowest cost consistent therewith and with other national objectives, including the efficient utilization and conservation of the Nation's resources;
- Assure the coordinated, effective administration of the transportation programs of the federal and state governments;
- Facilitate the development and improvement of coordinated transportation service to be provided by private enterprise to the maximum extent feasible;
- Encourage cooperation of federal, state, and local governments; carriers; labor; and other interested parties toward the achievement of national transportation objectives;
- Stimulate technological advances in transportation;

- Provide general leadership in identification and solution of transportation problems;
- Develop and recommend to appropriate legislative bodies for approval state and national transportation policies and programs to accomplish these objectives with full and appropriate consideration of the needs of the public, users, carriers, industry, labor, and the national defense.

The Challenge for Transportation Management. The vitality of the nation - its productivity, progress, and protection - rests in large measure upon its transportation system.

In a recent year, rail, truck, pipeline, waterway, and air carriers moved approximately 1 trillion, 750 billion ton-miles of intercity freight. Private and public carriers totaled at least 120 billion passenger-miles in intercity travel. And, within the cities, all that traffic merged with millions of daily commuter trips to fray tempers, clog streets, and create new parking problems.

Between 1970 and 1980, the total capacity of the transportation system must double if demand continues at its current rate.

Requirements. To repeat in ten years the accomplishment of three centuries is challenge enough. Yet that is an understatement of the total problem. Traditionally, the federal government has directed its efforts and expenditures primarily toward national situations, leaving city problems for local solution. The growing rural-to-urban trend predicts that by 1975 more than 75% of an estimated population of 230 million will be concentrated in urban areas - with about 150 million people living and working in three metropolitan corridors. Transportation in the cities has become a national problem, and most cities are asking for help. Not just the increased need for mobility in areas where land is at a premium, but air pollution; noise; traffic congestion; destruction of neighborhoods by freeways; inadequate transport for the underprivileged, the aged, and the handicapped; frustrating, and costly delays in transfer between modes of passengers, baggage, and cargo; and improved safety; all cry for priority handling.

Safety Needs. Throughout the transportation system, accidents are taking a costly toll. On our highways alone, over 1,000 people are killed each week, and 10,000 are injured every day. In addition, economic losses exceed one billion dollars a month. And Americans are buying automobiles at the rate of about 10 million a year.

Future Needs. Tremendous tasks and challenges confront transportation managers in public service, and these must be solved in the near future: development of a coordinated transportation system responsive to the economic, social, political, and defense needs of the Nation - with improved safety on all segments; sponsorship of accelerated research and development to meet the challenge ahead; a new approach to transportation in the cities as a service of all the people living there; facilitation of the movement of people and goods between modes; and doubling the transport capacity without adversely affecting the environment or destroying natural resources.

Intermodal Transportation. As the volume of personnel and goods transported increases, and the time permitted for transportation decreases, the problems of the shipper and individual traveler become more complex, especially when they must use more than one transportation system between origin and destination.

Development. Some companies have begun to provide shipper-to-receiver service utilizing more than one transportation system. The Railway Express Agency was an early pioneer in this field; transferring them to railroad cars, transporting them to the destination city, and, finally, delivering at the destination by wagon.

This early door-to-door service expanded: first to truck freight lines; then as the highways became more crowded, truck-trailers picked up the goods; and trailers were loaded on railroad cars for movement to another city, unloaded, and connected to another truck and driven to the receiver. Finally, the trailers were built with trailers with removable wheel assemblies, so that only the trailer box with its load is now carried on the train.

Steamship lines, plagued with damage and loss of cargo and delays in loading, adopted the truck-trailer system and eventually developed ships designed for this type of cargo. The truck-rail-ship systems moved toward Intermodal Transportation - the efficient and safe movement of people and goods from origin to destination on more than one mode of transportation.

Airlines are also concerned with door-to-door delivery of people. In Washington, D.C., Dulles Field provides mobile lounges to move people from the flight line to the terminal, reducing walking to a few steps. Seattle, Washington, provides baggage transporters in the parking garage to permit the passenger to go directly to the parking place and thus reduce congestion at the terminal entrance. Cleveland, Ohio, connected its airport terminal to the downtown center with a system of high speed elevated trains, and Los Angeles is investigating a system which would pick up passengers by bus, and then transport the bus to the airport by helicopter.

Future Trends. All of this interchange of work between the transportation systems is leading to more interchange of personnel, and evaluation of the Intermodal Transportation System as the system of the future. As this system evolves, experience in jobs in one of today's transportation systems will become more readily transferable to another system, with employment fields falling into such categories as: Data Management, Distribution, Environmental, Maintenance, Management, Marketing, Passenger, Regulatory, Safety, and Systems Planning Services.

STUDENT LEARNING ACTIVITIES

- Discuss how each of the transportation systems affects daily life in your community.
- View films *Transportation Today*, and *Transportation In the Modern World*.
- Prepare a list of local and state agencies or organizations which are involved in transportation management.
- Discuss the relationship and function of transportation managers at the federal level with the transportation industry.

TEACHER MANAGEMENT ACTIVITIES

- Discuss with students questions similar to the following:

  Why do we require coordinated policies and standards in transportation?

  Who should be responsible for transportation management?

  Why is transportation management such a problem?

- Arrange for speaker from a local or state transportation management agency to present an overview of the agency's work.
- Obtain and make available to students books, brochures, etc., concerning the field of transportation management.

RESOURCES

Occupational Outlook Handbook, Department of Labor, Bureau of Labor Statistics, U.S. Government Printing Office, 1972-73.

Transportation Today, Coronet Films, (Filmstrip, 50 frames, color), 1970.

Transportation in the Modern World, Coronet Films, (Film, 11 min., Black and White or color), 1970.

You Can Work in the Transportation Industry, Betty Warner Dietz, John Day Co., 1969.

U.S. Transportation Systems, Denoyer-Geppert, (Map), 1969.

Transportation and You, Rand McNally, 1965.

Systems Work Together, Coronet Films, (Sound, Filmstrip, 50 frames, color), 1970.

Transportation, Where Do We Go From Here?, Guidance Associates, (Film, 19 min., color discussion guide), 1972.

Unit 2 Management, Organization, and Role of Major Transportation Agencies

INSTRUCTIONAL OBJECTIVES

1. Ability to identify the major federal departments and/or agencies concerned with transportation management and regulation.

2. Ability to describe the role of selected departments and/or agencies in the area of transportation management of interest to him.

CONTENT

Federal Involvement. In one of the most complex reorganizations attempted in federal government, the Department of Transportation (DOT) in 1967 brought under one administrative roof some 100,000 people from more than 30 governmental units. The organization of DOT is unique in that several operating administrations are assigned responsibility for specific modal operations, serving all four major modes of transportation.

Federal Aviation Administration (FAA)

Air traffic control is a major function of FAA, involving nearly half of the agency's 50,000-plus employees. These highly-trained specialists staff 27 air route traffic control centers, 335 airport control towers, and 350 flight service stations in the United States and its possessions.

Maintaining the radars, communications, equipment, ground navigation aids, and other elements of the system requires an additional 10,000 technicians and engineers.

In order to keep pace with the rapid growth of aviation, FAA is presently implementing a computer-based semi-automated air traffic control system at all of the enroute centers serving the domestic United States and at all major terminal facilities.

Personnel and Plane Capabilities. FAA's responsibilities in the air safety area are not confined solely to air traffic control. The agency also must pass on the competence of every pilot, and the airworthiness of every aircraft. This involves monitoring the day-to-day activities of some 720,000 pilots and 133,000 aircraft.

The agency's involvement in aircraft certification begins with the approval of the initial blueprints and specifications. Extensive ground and flight tests follow. When these are successfully completed, the agency issues a Type Certificate indicating that the aircraft has met all FAA standards of construction and performance. Following this, the Production Certificate attests to the manufacturer's ability to duplicate the type design. Then, every aircraft that rolls off the assembly line must earn its own individual Certificate of Airworthiness.

Once an aircraft starts flying, FAA is concerned with its operational safety - who is qualified to do maintenance work, and where and how it is done. FAA establishes airline maintenance programs and certificates repair stations that perform the required periodic checks on general aviation (i.e., private) aircraft.

In addition to pilots, this organization certificates aviation mechanics, parachute riggers, ground instructors, aircraft dispatchers, flight navigators and engineers, and air traffic controllers. Flight, ground, and mechanic schools must also be approved by the agency.

Landing Facilities. FAA also fosters the construction and improvement of civil landing facilities under a new program authorized by the Airport and Airways Development Act of 1970. Signed into law by President Nixon on May 21, 1970, the Act will raise an estimated $11.5 billion during the decade of the 1970's through new and higher taxes on airspace users. The money will be funneled into a special aviation trust fund to be available for airport and airways development projects, and for the operation and maintenance of the system.

Environmental Protection. Another important FAA concern is the protection of the environment. The agency has already adopted regulations setting maximum noise limits for the new generation of wide-body aircraft, which are significantly below those for previous large jets. Similar rule making is in progress that would be applicable to the current jet fleet, future supersonic transports, and vertical and short takeoff and landing (V/STOL) aircraft. In addition, FAA has initiated regulatory action to limit aircraft engine emission, and is party to an agreement with the U.S. airlines whereby they have agreed to place smoke reduction devices on short-haul jets now in service.

Security. The FAA is also responsible for air transportation security, and has initiated an aggressive program to combat the menace of aerial piracy. Other activities include the operation of National and Dulles airports serving the Nation's Capital, as well as the operations of one of the world's largest technical training centers at Oklahoma City.

Research and Development. The FAA supports all its activities with extensive research and development efforts, much of which is done at the agency's National Aviation Facilities Experimental Center (NAFEC) in Atlantic City, New Jersey, and at the new DOT Transportation Systems Center in Cambridge, Massachusetts. Flight safety in the Jet Age is a very demanding job, and the problems already resolved are only an introduction to the challenges that lie ahead.

Federal Highway Administration (FHWA). Under our federal system of government, the primary responsibility for planning, designing, building, maintaining, and operating the publicly-owned highway facilities lies with the various states and their local subdivisions. Because of the national interest in highway improvement, the federal government has, since 1916, assisted the states through a cooperative roadbuilding partnership.

The federal-aid highway network comprises some 900,000 miles of primary and secondary routes and their urban extensions. It covers only one-fourth of all the road and street mileage in the nation, yet carries over two-thirds of all the traffic. The program is administered by the Federal Highway Administration successor agency to the long-established Bureau of Public Roads (BPR). Federal funds derive from highway user taxes.

A vital part of the primary system is the National System of Interstate and Defense Highways, the largest civilian public works project in history. Begun in 1956, it is scheduled for completion in the late 1970's. This 42,500-mile nationwide network of controlled access freeways will carry 20% of the country's traffic - and statisticians figure that when it is completed more than 1.8 million man-years of labor will have gone into its construction.

Interstate highways are providing the motorist with faster, safer, more efficient, and more comfortable travel. Comparison with the safety records of older roads indicates that the completed system will save 8,000 to 8,500 lives a year.

Urban Systems. The Federal-aid Highway Act of 1970 authorized a new federal-aid urban system. This gives local governmental units help in financing construction of the major streets and highways required to carry bus, truck, and auto traffic in our cities and suburbs.

Auxiliary Goals. The social and environmental effects (as well as the economic aspects) of highway improvements receive constant consideration.

The 1970 Act authorizes a program to train the disadvantaged and bring them into the job market as skilled highway construction employees. It reactivates the highway beautification program and places new emphasis on billboard and junkyard control. It sets environmental protection guidelines to supplement ongoing programs within DOT and the states. And it strengthens the existing requirement that federal-aid funds will not be made available for any highway improvement until proper replacement housing is assured.

Coordination in Planning. Highway improvements are coordinated with intermodal transportation planning (as discussed in Unit 1), and resources of the highway program are available to assist public transportation through preferential treatment for buses during rush hours on urban freeways, and through construction of fringe parking facilities and bus loading areas. Traffic operations improvements increase the capacity and safety of urban streets, thereby reducing the need for new construction in built-up areas.

Planning requirements are also designed to ensure that highway improvements contribute to achieving community goals and are compatible with planned land use development. Multiple use of highway rights-of-way is encouraged, so that a highway project can be the means of meeting other community needs - for parking, recreational, commercial, or even housing facilities.

Highway Safety. The FHWA and the states carry on continuous highway safety campaigns - to engineer more safety into the highways themselves, to correct accident-prone locations and dangerous railroad grade crossings, to replace potentially unsafe bridges, to eliminate roadside hazards by such innovations as breakaway sign supports and lamp standards, and to improve highway lighting.

FHWA's Bureau of Motor Carrier Safety has jurisdiction over the safety performance of some 125,000 motor carriers engaged in interstate or foreign commerce. Its field forces check on driver qualifications and their hours of service on the road, analyze accident reports, make carrier and vehicle inspections, control the movement of dangerous cargoes such as explosives, and conduct demonstration clinics on safety.

National Highway Traffic Safety Administration (NHTSA). While the Federal Highway Administration is responsible for safety of the highways, the balance of the program - safety of vehicles, drivers, passengers, pedestrians - comes under the new National Highway Traffic Safety Administration.

Its mandate - to reduce highway fatalities and injuries - stems from the National Traffic and Motor Vehicle Safety Act and the Highway Safety Act, both passed by Congress in 1966. Results of this legislation, which also established the NHSB, have been impressive. For the five preceding years the average annual increase in highway deaths was 6.8 percent. For 1967, 1968, and 1969, the average annual increase hovered around 2.1 percent. But the tremendous increase in miles driven kept the actual casualties mounting. In 1969 highway accidents cost 56,400 lives, more than 2 1/2 million injuries, and over $12 billion in economic losses.

Operational Programs. The safety Administration operates through four principal channels:

- Highway Safety Program Standards - for adoption by the individual states and local communities - setting performance level programs in such areas as motor vehicle inspection, driver education, driver licensing, motor vehicle registration, alcohol countermeasures, traffic codes and laws, emergency medical services, and other programs dealing with the driver and highway traffic.
- More than 30 Vehicle Safety Performance Standards - imposing minimum performance requirements for vehicle components vital to safety on all manufacturers of motor vehicles and vehicle equipment supplying the United States market, regardless of country of manufacture. These cover such items as seat belts, collapsible steering columns, brakes, and tires.
- Public education programs - to help people help themselves to stay alive on the highways.
- A research program which, combined with a continual study of accident data, forms a basis for issuance of new or revised standards.

The Safety Administration exercises strong regulatory powers and this authority encourages compliance with its standards both by the states and the manufacturers. As a safeguard, all new state safety standards must be submitted to Congress for approval 90 days before they are put into law.

Auxiliary Programs. Three programs with high priority in the early 1970's cover crash survivability, alcohol countermeasures, and experimental safety vehicles.

- *The Crash Survivability Program* is a scientifically-based effort to develop vehicles that will protect occupants from death or serious injury through the range of the most frequent crash speeds. Experience has shown, for instance, that seat belts and shoulder restraints will save lives and reduce injury. But, unfortunately, too many people won't bother to use them. This program includes evaluation of such passive restraints as air bags, self-fastening belts, and crash-deployed nets or blankets - devices that will automatically absorb crash forces and protect occupants from injury.

- *The Alcohol Countermeasures Program* recognizes that half the highway deaths each year are caused by excessive consumption of alcohol by drivers and pedestrians. The Safety Administration has underway a comprehensive program to inform the general public, and to guide and assist the states and local communities in dealing with the problem drinker who drives.

- *The Experimental Safety Vehicle Program* relates to the development of experimental safety vehicles. These laboratories on wheels are being designed to meet tough safety criteria. They will be put through a testing program to give the government fundamental research data on which to base more effective vehicle standards in the future - standards that should eventually give us cars that will permit occupants to walk away from crashes at 50 miles per hour, and rollovers at 70 miles per hour. Since imports also have to meet our federal standards, Germany, Japan, and other countries are developing similar smaller experimental safety vehicles under cooperative international agreements with this country.

Federal Railroad Administration (FRA). The average consumer little realizes how dependent he is upon railroad service. Railroads carry three-fourths of all coal, a source not only of heat but of power. In addition to such other bulk and raw materials as ore and grain, their traffic includes:

- 46% of meat and dairy products
- 74% of canned and frozen foods
- 71% of household appliances
- 76% of automobiles and automobile parts
- 78% of lumber and wood
- 40% of furniture
- 63% of chemicals
- 68% of primary metal products, and
- 86% of pulp and paper.

Yet the percentage of total traffic hauled by the railroads has been declining in recent years, and many companies are experiencing serious financial difficulties.

During the 1960's the number of passenger trains in service in the United States declined from 1,500 to fewer than 400. In general, the quality of service suffered an even more serious setback as railroads, struggling to stay solvent, tried to phase out unprofitable passenger operations. Yet experiments such as the Metroliner service between New York and Washington indicated that the public definitely wanted modern rail service.

Goals. Reflecting these statistics, the Federal Railroad Administration has, as part of its work, to help identify the role of railroad freight and passenger service in a balanced transportation system, and to assist in the evolution of government policies and programs appropriate to that role.

The FRA is looking for answers to longstanding, industrywide problems through such channels as major research effort into the perennial problems of freight car shortages; establishment of two task forces of rail labor and management to provide a continuing forum through which they can work together to solve key internal problems; a 5-year program to reduce grade crossing accidents; active sponsorship of legislation such as the Rail Passenger Service Act and the Federal Railroad Safety Act of 1970 directed toward specific problem areas.

The National Rail Passenger Service Act of 1970 provided for establishment of a basic rail passenger system run by a COMSAT-type corporation that will devote its efforts solely to providing optimal passenger service. This will give Americans and foreign tourists a chance to show whether they really will use passenger train service. It also permits participating railroads to concentrate more of their available resources on improved freight operations.

The Rail Safety Act spells out the responsibilities of the Secretary of Transportation for rail-related safety, and broadens his authority to meet these responsibilities, particularly as they involve transport of hazardous materials and improvement of grade crossing safety.

Derailments have more than doubled in the last decade. The growing volume of hazardous materials - chemicals, explosives, and highly volatile fuels - being transported by rail increases the potential for disaster. The new Act authorizes a rail safety research program and establishes a central, round-the-clock safety information and reporting system.

Programs. The FRA is also responsible for the operation of three on-going programs: the Bureau of Railroad Safety, the

Office of High Speed Ground Transportation (OHSGT), and the Federally-owned Alaska Railroad.

The Bureau of Railroad Safety implements and enforces all rail safety regulations, investigates railroad accidents, and studies all areas of railroad safety. It identifies major programs, and determines how and where regulatory action can contribute meaningfully to safer railroad operations.

About two-thirds of fatalities involving trains or train service are attributable to collisions at crossings - and the death-to-injury ratio in such accidents is an awesome 1,500 to 3,000. The FRA and FHWA have underway an intensive program to reduce hazards and accidents at the more than 225,000 public grade crossings on Class I and Class II railroads.

The Office of High Speed Ground Transportation has, as a primary concern, the maintaining of mobility in those regions where population growth threatens to overtax existing and planned transportation facilities. The program's basic objective is to develop systems capable of moving large numbers of people at high speeds with an economical use of space.

In its early years, OHSGT focused on developing methodology and other planning tools for solving identifiable transportation problems, particularly as exemplified in the Northeast Corridor. With the transfer of this planning function to the Office of the Secretary in 1970, OHSGT shifted its focus to hardware - to ways and means of accomplishing its objective through improvements in transportation technology.

The experimental high-speed Metroliner service between New York and Washington, D.C., and the Turbotrain service between New York and Boston, continually test feasibility of new concepts both in technology and in passenger service. Department-owned, self-propelled rail test cars, instrumented to collect track data for computer evaluation, periodically inspect the demonstration trackage. This surveillance leads to improved safety and better ride quality.

There are many advantages to conducting running tests of some developmental systems in a test facility rather than in an operational setting such a busy rail line. A high speed ground test center is therefore being developed on a 30,000-acre site near Pueblo, Colorado. Here the quiet, pollution-free Linear Induction Motor (LIM), a Tracked Air Cushion Research Vehicle (TACRV), an automated highway system, experimental hybrid buses and trucks, and other innovative ideas and designs, will undergo controlled testing to determine their feasibility and adaptability to tomorrow's transportation needs. Eventually facilities will be available to test suspended vehicle systems and tube vehicle systems.

Research at the planned rail dynamics laboratory should result in improved designs for track and for freight and passenger cars. OHSGT is also working with the Urban Mass Transportation Administration in developing a special track to test transit equipment and systems.

Much of the research at the center will benefit conventional as well as high speed rail systems and many projects will concentrate on improved railroad safety.

The Railroad's Future. Present forecasts indicate that the railroad industry will be expected to increase its freight haulage by 30% in this decade - to more than one trillion ton-miles annually by 1980. This will require a concentrated effort by government agency transportation managers to keep the railroads healthy.

Access and Right of Way. When health, welfare, or other circumstances necessitate the use of land for public purposes, governmental agencies acquire the land rights as needed. Public utility companies, railroads, or state and federal governments may require the use of private land to bring their services or products to consumers.

Fee Right-of-Way. Land that will be utilized completely may be purchased outright. This is known as a "fee right-of-way" in such cases as highways or storm drain construction; it is termed a fee purchase for all non-right-of way uses, such as libraries, utility stations, service yards, and similar uses.

Easements. Rights of way are also secured in "easement." An easement is a lien on land, permanent or temporary, which gives to the grantee a portion of the rights of the property owner. Easements are usually obtained for electric transmission or telephone lines, or for oil, gas, or water pipes, and are placed so that the owner retains restricted use of his property.

Public transportation organizations frequently obtain easements without payment because the installation of pipes or power lines are of direct benefit to the property owner. When transformer towers, large pipes, or long distance telephone facilities prevent an owner from fully utilizing his property, a right-of-way agent negotiates for its purchase or for payment for the desired easement. Market value of the permanent or temporary easement is usually paid in such circumstances.

Right-of-Way Agents. A right-of-way agent negotiates with the owners or their representatives for the purchase of their property or for the right to use it. The route of a highway, road, or other facility is determined after a thorough study by engineering and right-of-way personnel, who supply maps and engineering descriptions for the proposed project. Appraisers then establish a fair market value of the property along the route. The right-of-way agent obtains the names of landowners and determines the legal status of the property from official records. He must clear the title of encumbrances of all kinds. He interviews the owners and holders of encumbrances of each parcel of property along the proposed route, and explains his agency's plans and their effect on the landowner.

Even after a suit has been filed, an agent usually continues negotiations until the time of the court hearing. Companies which do not have the power of condemnation have only the alternative of a change of route if the efforts of the right-of-way agent are unsuccessful.

Options. The original settlement made with the owner will often be in the form of an "option," an agreement to sell the land or grant an easement at a stated price within a specified time limit. Such a provision is desirable in the event the agency or company is forced to change plans. An agent usually has little discretion concerning the purchase price, and some administrators are convinced that the offer should not deviate from the appraised value. However, in other instances, the owner's counterproposal may be accepted if facts can be shown in justification, such as valuation data not fully considered in the original offer.

Encumbrances. If property is mortaged, leased for oil exploration, or growing of crops, or has some other encumbrance, the right-of-way agent must also negotiate with the mortgage or lease holder or other interested parties. Some organizations secure exclusive easements, but it is common for two or more utility companies to share an easement, and for right-of-way agents for various companies to work closely with one another. When an agreement has been reached, the right-of-way agent secures the signatures of the principals and prepares escrow instructions. Some agencies have their own procedural routines in lieu of escrow.

Post-Negotiation Efforts. In some organizations, the responsibility of the right-of-way agent ceases after he has negotiated the right-of-way and completed the necessary documents. In other agencies or firms, the agent follows up on complaints of damage from construction activity. Some right-of-way agents manage property acquired by their employer. Others may sell property or issue quitclaim deeds for that which is in excess of needs.

STUDENT
LEARNING
ACTIVITIES

° List the major federal departments concerned with transportation management, and compare the predominant concerns and duties of each group.

- Write a short summary of the occupational groups found in one of the transportation management agencies.
- List at least three federal and state transportation management agencies and describe their main functions.
- Compare the responsibilities of the agencies which are part of the Department of Transportation with those you feel are important to attainment of a national transportation policy.

TEACHER MANAGEMENT ACTIVITIES

- Arrange for visit by a public service transportation management person.
- Request that students collect materials and information on the function and duties of workers in the field of transportation management.

RESOURCES

U.S. Department of Transportation - Facts and Functions, Department of Transportation, U.S. Government Printing Office, 1971.

The First Three Years: Why There Is A Department of Transportation and How It Was Organized, Alan L. Dean, U.S. Department of Transportation, Office of the Secretary, 1970.

FAA What It Is: What It Does, U.S. Government Printing Office, 1972.

A Picture Story of the FAA, Federal Aviation Administration, 1971.

Transportation: Air Transportation, Herbert M. Elkins, (Filmstrip), 1969.

Transportation: Airplanes and Helicopters, Herbert M. Elkins, (Filmstrip), 1969.

Transportation: Airplanes and Helicopters At Work, Herbert M. Elkins, (Filmstrip), 1969.

Our Shrinking World: Jet Pilot, Encyclopedia Brittanica, (Film, 17 min., Black and White), 1969.

The Story of Safety In the Sky, U.S. Federal Aviation Administration, (Cartoon Booklet), 1970.

Railroads, Charles E. Merrill, 1969.

Transportation by Water, Eye Gate House, (Sound, Filmstrip, color), 1970.

Water Transportation, Curriculum Materials Corporation, (Filmstrip, color), 1969.

Transportation: America's Inland Waterways, Coronet Films, (Film, 14 min., Black and White and Color), 1970.

Transportation on Water, Eye Gate House, (Sound, Filmstrip, color), 1970.

Water Transportation, Eye Gate House, (Chart), 1970.

Water Systems, Coronet Films, (Sound, Filmstrip, 50 frames, color), 1970.

Unit 3 Functions and Duties of Workers

INSTRUCTIONAL OBJECTIVES

1. Ability to describe the major duties performed by workers in transportation management.
2. Ability to compare and contrast the general duties of workers in transportation management.
3. Ability to make a list of the typical jobs that exist in transportation management and describe the duties performed in at least six of the jobs.

CONTENT

Commonality of Jobs. Most jobs in transportation management are identical to jobs in industry. Likewise, many identical jobs are found in each of the four major transportation systems. In the past, while there was some movement of personnel from industry to public service within a particular transportation system, there was little mobility between transportation systems. Thus if the railroads were reducing personnel, the employee found it difficult to move into a job requiring essentially the same skills in another transportation system. To get work the employee either reverted to an entry level job in the new system, or obtained employment outside the transportation industry.

Function and Duties of Workers. This unit contains brief descriptions of the major functions and duties of workers in the field of transportation management. Some of these descriptions are rather narrowly confined to one area of work, but where it is feasible to do so, one or two descriptions are written to cover a general area encompassing several related positions.

As noted earlier, transportation management (outside work done by state police) is largely a federal activity. While concentrated at the federal level, its size and complexity is enormous.

Airways Job Family

Air traffic controllers are the guardians of the airways. These employees of the Federal Aviation Administration (FAA) give instructions, advice, and information to pilots by radio to avoid collisions and minimize delays as aircraft fly between airports or in the vicinity of airports. When directing aircraft, traffic controllers must consider many factors, including weather; geography; the amount of traffic; and the size, speed, and other operating characteristics of aircraft. The men who control traffic in the areas around airports are known as "airport traffic controllers"; those who guide aircraft between airports are called "air-route traffic controllers."

Airport traffic controllers are stationed at airport control towers to give all pilots within the vicinity of the airport weather information, and take-off and landing instructions, such as which approach and airfield runway to use, and when to change altitude. They must control simultaneously several aircraft which appear as tiny bars on a radar scope. They talk on the radio first to one and then to another of the pilots of these planes, remembering their numbers and their positions in the air, and give each of them different instructions. These workers also keep records of all messages received from aircraft and operate runway lights and other airfield electronic equipment. They also may send and receive information to and from air-route traffic control centers about flights made over the airport.

Air-route traffic controllers are stationed at air traffic control centers to coordinate the movements of aircraft which are being flown "on instruments." They use the written flight plan which are filed by pilots and dispatchers before the aircraft leaves the airport. To make sure that aircraft remain on course they check the progress of flights, using radar and other electronic equipment and information received from the aircraft, other control centers and towers, and information from FAA or airline communications stations.

Flight service station specialists employed by the FAA do some work similar to that of airline ground radio operators and teletypists. They use radio-telephones, radio-telegraph, and teletype machines in their work. Some operators may use a radiotelegraph to transmit written messages. Radio operators occasionally may make minor repairs on their equipment. Teletypists transmit only written messages between ground personnel. They operate a teletype machine which has a keyboard similar to that of a typewriter.

An airport's facilities, with its resident shops, operating areas, and service facilities, becomes a major center of employment in the community.

Airport design and operation is generally performed by a public service agency, while construction is by contract. Facilities engineering, management, and housekeeping tasks ranging from custodial duties to fire fighting are performed by public service employees. Parking facilities, an important source of revenue for operation of airports, may be operated by contractors after design and construction as a part of the airport terminal.

Airport Planning. Traffic engineers, urban planners, financial and real estate specialists, civil engineers and environmental specialists are involved with community leaders, business groups, and property owners in early planning and development of an airport. The design specialities of architects, draftsmen, designers, surveyors, and specification writers reduce the concepts to drawings and descriptive material, and the public relations specialist keeps the public informed of progress.

Airport Construction. Construction of an air transportation center involves virtually all of the construction trades, together with landscape architects, gardeners, security police, and safety inspectors who combine forces to build and check out a small city. Operation of this complex involves hundreds of different skills. A major airport may provide employment for tens of thousands of employees with hundreds of these being employed by the airport administration, a public service agency.

Highways Job Family

Regulation of roadway routes is by governmental agencies, including regulation of access, loads, vehicles, and operators. There is a close working relationship with law enforcement agencies in this activity.

Planning and Design. Traffic engineers, transportation planners, and civil engineers lead the team which plans, designs, and constructs highways, roads and streets. Photographers provide aerial photographs to draftsmen and data processing personnel who lay out the route. Real estate appraisers and specialists negotiate for property on the right of way and public information specialists advise the community of developments.

Supporting services are provided by architects, landscape architects, environmental engineers, safety engineers and cost estimators. Materials test laboratory technicians or engineering aides prepare and test soils and materials samples.

Operation. The transportation agencies keep close watch over operations of the system through traffic counters, traffic records specialists, and road safety specialists. Traffic engineers evaluate operations to develop information for use in future designs.

Public service agencies in the transportation system use a great variety of both general and special purpose vehicles and equipment. Automobiles, trucks, snow plows, paving machines, and center-line striping vehicles are but a few. Drivers, equipment operators, mechanics, parts clerks, vehicle dispatchers, data processing personnel, and accountants are a few of the types of personnel involved in operations.

Traffic Control. Controls for highway transportation systems must provide information to the traffic control centers and directions to the operator, but at the same time must be designed to present a minimum hazard to moving vehicles. Research is conducted in both state and federal laboratories on signs, traffic sensors, barriers, computer devices, and other equipment by research teams which include engineers, laboratory technicians, drivers, instrumentation technicians, photographers, and draftsmen.

Electrical and electronic technicians and engineers develop and maintain signal and communication systems. Helicopter pilots monitor traffic flow along busy routes and provide advice to motorists by radio.

Rate Regulation. Public service personnel are also involved in regulation of loads carried to establish permissible tariff rates; set weight and size limitations; and set requirements for handling, routing, and movement of hazardous materials.

Rate auditors, rate clerks, accountants, data processing personnel, road and vehicle safety inspectors, and claims investigators are involved in this work.

Driver Regulation. Transportation management personnel are involved in examination and certification of operators to issue driver permits; in investigation of accidents to determine causes and recommend remedial measures, and in checking operators for compliance with regulations.

The personnel involved in regulation of operators are frequently assigned to the state highway police organization and include vehicle operator examiner, examination center clerk, data processing center personnel, and accident investigators.

Railways Job Family

The size, complexity, and cost of the changes in railroad systems to meet the new demands requires heavy involvement of the government. Research and development for new track, and for passenger and freight systems, involves Department of Transportation personnel at all levels.

While design and construction of the long-haul railroad facilities will continue to be dominated by the railroad companies, the design of passenger terminals and high speed passenger systems is mostly in the public service area. Passenger service specialists, urban planners and right of way specialists contribute input concerning the needs of passengers and of the community. Needs are converted into designs for new routes and terminals.

As the mass urban transit and high speed long-haul systems expand, the public service area becomes more involved in railroad control systems for railroads operated by regional governmental agencies.

Public service personnel will become increasingly involved with passenger handling as the number of regional mass transit systems expands. Rates must be evaluated and set, revenues collected and accounted, and systems paid off.

Public service personnel are operating or directing operations of a large part of the rail passenger traffic in the U.S.A.; either directly, or through contracts with the railroads. The training, certification, and direction of operators and supporting personnel is an increasing area of responsibility.

Traffic rate clerks in public service usually work for the Interstate Commerce Commission (see Regulatory Services Section), or state public utilities commissions. They answer public inquiries, quote rates, interpret tariffs, and may help traffic engineers in obtaining, classifying, and compiling data.

STUDENT
LEARNING
ACTIVITIES

- Visit a local airport and observe the typical duties performed by air traffic controllers. Write a short summary on activities observed on field trip.
- Talk to personnel officer at local airport or port facility and ask questions about the jobs found in transportation management and the duties the workers perform.
- Discuss in small groups the functions and duties of workers in air traffic control, rate clerks, and highway safety occupations.
- Prepare a short presentation on the positions found in one of the major occupational groups in transportation management. Contrast the duties performed among the various job families.

TEACHER MANAGEMENT ACTIVITIES

- Invite speakers from the various job families or arrange for students to visit transportation agencies and talk to workers.
- Organize students into small groups for discussion of function and duties of workers in transportation management.
- Collect and display materials on transportation management available from the Department of Transportation, Federal Aviation Administration or the National Aeronautical and Space Administration.

RESOURCES

Occupational Outlook Handbook, Department of Labor, U.S. Government Printing Office, 1972-73.

Highway Traffic Engineer, U.S. Federal Highway Administration, 1971.

The Road to Your Success, U.S. Federal Highway Administration, 1972.

Accounting Majors In the Federal Highway Administration, U.S. Federal Highway Administration, 1971.

Unit 4 Qualifications, Career Lattices, and Employment Prospects

INSTRUCTIONAL OBJECTIVES

1. Ability to discuss the recommended qualifications of workers in public service transportation management.
2. Ability to evaluate his own qualifications, and compare them with the qualifications required for entry level jobs.

CONTENT

A Look Ahead. While systematic transportation management at the state and federal level is relatively new, it still faces tremendous challenges. We need to evolve a transportation system that as soon as 1990 will be expected to carry double today's passenger and freight load; and simultaneously, to unclog the traffic arteries of our cities. And to do so while reducing pollution and traffic noise, improving safety in all modes, conserving open spaces and other natural resources, and generally enhancing the quality of life in America. To meet this challenge, both local and state government will have great need for a variety of persons at the professional, paraprofessional, and skilled levels.

Airways. The field of air transportation management offers many opportunities. There are currently over 170,000 positions scattered throughout the government. This number is expected to grow by approximately 8,000 each year.

Air Traffic Controllers. Total employment of air traffic controllers is expected to increase moderately through the 1970's, despite the greater use of automated equipment.

Additional air traffic controllers will be needed because of the anticipated growth in the number of airport towers that will be built to reduce the burden on existing facilities, and to handle increasing airline traffic. More airport controllers also will be needed to provide services to the growing number of pilots outside of the airlines, such as those employed by companies to fly executives.

Air Route Traffic Controllers. A number of additional air route traffic controllers will be needed during the next few years to handle increases in air traffic. However, with the expected introduction of an automatic air traffic control system and a further decline in the number of control centers, employment of air route traffic controllers is expected to moderate in the long run.

A few hundred openings will occur each year for controller jobs because of the need to replace those workers who leave for other work, or retire.

Personnel for all government air traffic controller positions are chosen by civil service examination. In addition to passing a written test, the prospective controller must be employed in or have been employed at an appropriate tower, center, or any combination of these facilities; or pass a written test with a higher score and hold (or have held) one of the following: an FAA certificate as a dispatcher for a scheduled or irregular air carrier; an instrument flight rating; an FAA certificate as a navigator; or he must have been fully qualified as a Navigator/Bombardier in the Armed Forces.

A person who lacks these requirements must pass the written test with a higher score. In addition, he must have completed a four-year college course leading to a bachelor's degree; or have had three years of progressively responsible experience in administrative, professional, investigative, technical, or other work which would prepare an individual to enter into a position of comparable responsibility; or have an equivalent combination of the above education and experience. A year of academic study is considered equivalent to nine months of experience.

Although most controllers are men, some women work at the center and at local towers. The minimum age is 18 years, or 16 years if the candidate is a high school graduate. A few men over 50 years of age are still working in this field, but one of the leaders speaks of air traffic control as a "young man's game." Anyone hired must pass a stringent physical and psychological examination required by Civil Air Regulations. Traffic controllers must also pass an annual physical examination.

The controller needs a good memory and a high degree of mental alertness. He should be able to make quick, independent decisions. He must be able to concentrate amid noise and confusion, and should not be easily disturbed by unexpected changes in situations. He should be emotionally mature and be able to work independently, or in a small room filled with people.

Public Service. While the FAA is currently the largest public service employer in air transportation, numerous other jobs in government will emerge in the next ten years. Many of these will be with local airports, or will relate to staffing local public service authorities' offices. These jobs deal with operations, control, and regulatory services. Most positions in air transportation, including ground radio operators, teletypists, and managers, have a poor employment outlook during the decade of the 1970's.

While transportation management organizations require individuals with many different skills, most positions outside those concerned with airport facilities operation and law enforcement require a college degree. In some instances, experience in a specific phase of the transportation industry may be substituted in lieu of education.

Highways. The increase in highway construction has resulted in many jobs. The Federal Highway Administration has a budget of over 4 billion dollars a year, and is by far the largest organization at the federal level concerned with roadways. Each year the FHWA provides aid to local communities, conducts safety education programs, holds demonstration clinics, and works with the major motor carriers and their associations on transportation safety. Their work is decentralized, and its employees are employed in offices both large and small throughout the United States.

Most new employees of the Federal Highway Administration are college graduates majoring in business, engineering, or accounting.

The Highway Engineer Training Program is usually the entry level for engineering graduates. This program is 27 months long, and involves study and work in all phases of highway administration, including location, design, planning, construction, maintenance, traffic engineering, and safety. Trainees start at approximately $8,000 per year, and advance to almost $13,000 by the end of training.

Accountants are also very much in demand by FHWA. Trainee posts are available as the first step in the career lattice. An auditor receives on-the-job training that will give practical experience in the application of auditing principles and other duties. FHWA has a policy of periodically moving auditors from one geographic location to another.

Whether one enters the Auditor Training Program at a grade of GS-5, or at the GS-7 level, advancement opportunities are based upon performance and development. Automatic consideration for promotion, once training is completed, is determined by competitive procedures under the Federal Highway Administration's Merit

Promotion Plan. All promotions are based upon demonstrated work performance.

Right-of-Way Agents. At the state level, people with backgrounds as "right-of-way" agents are much in demand. An initial duty of a newcomer to right-of-way work may be to serve summonses in condemnation cases, or to search public records. Under close supervision, he may obtain free easements, or secure small parcels of ground, especially unimproved land or single-family residences. As he gains experience, he negotiates for rights involving larger sums of money, as in the acquisition of commercial or industrial property. In the Division of Highways of the California Department of Public Works, he may be given responsibility for management of state-owned property. During the period between acquisition of the right-of-way and clearance of the land when construction begins, his duties include renting property, collecting rents, seeing that the property is maintained in good repair, and evicting tenants for nonpayment of rent.

It is most common in this area for an employee to specialize in either appraisal or right-of-way acquisition. In some organizations, notably the Division of Highways, a right-of-way agent both appraises and negotiates, but he does not negotiate for the same property he has appraised.

Some right-of-way agents work for independent concerns which negotiate for all types of agencies and companies. This may include a small city which has no full-time appraiser or right-of-way agent, or an oil company which lacks sufficient staff to complete extensive negotiations.

Much of the right-of-way agent's time is spent away from his office, consulting public records, inspecting property, or interviewing owners or other interested persons. Some organizations furnish automobiles, while others provide a car allowance.

STUDENT
LEARNING
ACTIVITIES

- Study file on statistics on the employment expectations of jobs in transportation management.
- Write a short comparison on employment expectations of jobs in transportation management.
- List the employment opportunities and entry level salaries for public service transportation management workers in your state.
- Discuss with other students jobs available in a job family of your interest.

- Interview an air traffic controller who works in your community.
- Become an "aide" for a day to a person who is involved at a professional level in highway construction or management.

TEACHER MANAGEMENT ACTIVITIES

- Prepare and make available to students a file on statistics and information on public service jobs in transportation management.
- Arrange for an address by a representative of the personnel department of the Department of Transportation, FAA, or other similar organizations.
- Have students develop "typical" career lattices for public service jobs in transportation based on interviews with workers.

RESOURCES

Occupational Outlook Handbook, Department of Labor, Bureau of Labor Statistics, U.S. Government Printing Office, 1972-73.

Intermodal Transportation Careers, E. J. Kirschner and Associates, 1971.

Aviation - Where Career Opportunities Are Bright, National Aerospace Education Council, (filmstrip and handbook), 1970.

Air Traffic Control Specialists, U.S. Civil Service Commission, Announcement 418.

Opportunities in Traffic Management, Carlton C. Robinson, Universal Publishing and Distributing Corporation, 1967.

A Career in Traffic Engineering, Institute of Traffic Engineers, 1969.

Appendix A

TYPICAL LESSON PLANS

PUBLIC SERVICE OCCUPATIONS CURRICULUM

Appendix A

TYPICAL LESSON PLANS

Lesson Plan
Social and Economic Services
Lesson ______ (1 hour class)

INSTRUCTIONAL OBJECTIVES

1. To provide the students with an experience enabling them to describe the duties and responsibilities of a counselor.
2. To enable the students to distinguish between a friendly conversation and a counseling session.
3. To enable the students to understand and explain the reason for the frequent unsatisfactory nature of communication by having them complete the attached worksheet on communication.

TEACHER MANAGEMENT ACTIVITIES

1. Review *Occupational Briefs*, an HRD publication, and/or the *Occupational Outlook Handbook* on the following (Divide students into interest groups):

   Camp Counselor
   Employment Interviewer
   Rehabilitation Counselor
   School Counselor

2. Define counseling, and discuss the skills that a counselor must have to be effective when dealing with people. Verbal skills will be emphasized, particularly listening skills.
3. Give students the attached study guide on communication skills and the barriers to communication.
4. Complete the study sheet in a class discussion.
5. Have the students discuss communication problems that they have had, and relate them to this lesson.

INTRODUCTION TO PUBLIC SERVICE OCCUPATIONS

Worksheet in Communications Skills

Name ______________________

Date ______________________

Job Description for ____________________

1. What duties are normally required?

2. What training and other qualifications are needed to enter this occupation?

3. What is the outlook for this occupation and what are the chances for advancement?

4. What are the salary and other benefits found in this occupation?

5. Where may you go to find additional information?

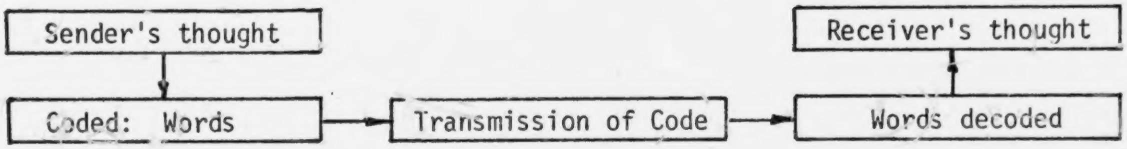
6. Other:

INTRODUCTION TO PUBLIC SERVICE OCCUPATIONS

Communications Study Guide

Name: ______________________

Date: ______________________


Sender's thought
Coded: Words
Transmission of Code
Words decoded
Receiver's thought

I. Barriers:

1. *Poor vocabulary*
2. *Poor diction*
3. *Irrational thinking*
4. ____

1. *Noise*
2. *Visual distractions*
3. *Other environmental distractions, such as too hot, too cold, etc.*
4. ____

1. *Emotional filters - hate, like, etc.*
2. *Tendency to evaluate*
3. *Faulty hearing*
4. *Poor vocabulary*
5. *Thought process traits?*
6. *Get sidetracked on details instead of main point.*

II. How can attitudes affect communication?

III. What kind of an attitude must a counselor have toward the person with whom he is counseling?

IV. What is meant by body language? Give as many examples of it as you can think of and what you think they mean.

V. What is meant by listening with the third ear?

Lesson Plan
Public Safety, Corrections and Judicial Services
Lesson__(1 hour class)

INSTRUCTIONAL OBJECTIVES

1. Provide the students with an experience that will enable them to:
   - Visualize and describe the feelings of a policeman in a potentially dangerous situation as he must decide on a course of action;
   - Discuss the qualifications necessary for a policeman and the reasons for these qualifications;
   - Compare and contrast their own personal qualifications with those recommended for a police officer.
2. Provide the students with an experience that will enable them to explain the policeman's side of an incident that may have had a negative reaction in the community in addition to understanding why the community was disturbed by the actions of the police. (Public Relations)

TEACHER MANAGEMENT ACTIVITIES

1. Discuss the key points of the previous lesson:
   - Police are part of the Executive Branch of the government; their actions are subject to the rulings of the courts, which are a part of the Judical Branch of the government.
   - Law enforcement agencies exist at all levels of government:

     Federal - FBI
     State - Highway Patrol
     County - Sheriff
     Local - Police

2. Have the students discuss and plan what the policeman should do in several different circumstances, in this manner:

   - Break the students up into buzz groups, being sure to get several verbal students in each group.
   - Have each group select a leader who will be responsible for leading the discussion and reporting back.
   - Give the students the attached descriptions of situations which call for police action. (Reproduce scene)
   - Conduct group discussions for about 15 minutes.
   - Group leaders should report on the action recommended by their groups.
   - Discuss possible consequences of their actions in the community.
   - Discuss what the courts may do about the proposed police actions.
   - Explain to the students what actually happened in the case from which these circumstances were fabricated.

TYPICAL SITUATIONS ARISING IN LAW ENFORCEMENT ACTIVITIES*

Lesson Plan
Public Safety, Correction, and Judicial Services
Lesson __________

CASE 1

You are a police officer serving a central area of Los Angeles. You have just been assigned to investigate 1261 North 7th Street, Apt. 461. Last week, two border patrolmen were found dead in the rugged hills east of San Diego. It is believed that they were investigating a vehicle suspected of smuggling marijuana into the U.S. when they disappeared. Today, the Department received a call from a Spanish speaking woman who claims to have heard the men in the apartment above her talking about the killing of the border patrolmen. She furnished details about the killing, their vehicle, and the actual whereabouts where the men were found. The details she furnished have been checked and verified as true.

Plan your approach and entry into the building as well as your arrest of the suspects.

CASE 2

You are a police officer on patrol in the industrial part of the city. You have been alerted to watch for a middle-aged man about 5'10", wearing tennis shoes, blue jeans, and a green windbreaker, presumed to have just been involved in a murder in a liquor store robbery. The suspect is thought to be an escapee from the county jail. He is believed to be in your area.

You spot an individual fitting the description. You drive your car up to the man and order him to halt. He reaches for his pocket. What do you do?

CASE 3

You have been assigned to check on a domestic problem. As you approach the house, you hear children crying. You knock at the door and no one answers. You look in the window which is about 10 feet to the left of the door. You see a baby and a child, about two years old, both on a mattress on the floor, and crying. They both look dirty, in need of clean diapers, and possibly in need of medical attention. There are dirty diapers, bottles, and empty beer cans on the floor, in addition to stacks of clothes. What do you do? You are a policeman.

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*Adopted from Pilot-Test materials developed by Public Service Occupations Curriculum Project in cooperation with Long Beach Unified School District, Long Beach, California.

Lesson Plan
Public Safety, Corrections, and Judicial Services
Lesson ___ (1 hour class)

INSTRUCTIONAL OBJECTIVES

1. Provide the students with an experience that will enable them to describe the various jobs within the police department.

2. Expose the students to the technology and procedures used in a police department so that they may realistically report on the duties of the various job classifications.

TEACHER MANAGEMENT ACTIVITIES

1. Introduce the movie, *New Weapons Against Crime,* McGraw-Hill (1969); Introduction and movie - 35 minutes.

2. Discuss the movie and the occupations and technology featured in the production.

3. Depending upon student interest, either:

   ° Discuss the supportive job classifications at length - fingerprint classification, etc. (Use *ARD Brief* or *Occupational Outlook Handbook*)

   ° Introduce the next lesson which will study the Corrections System and the related occupations.

Appendix B

LISTING OF RESOURCE SUPPLIERS

Appendix B

RESOURCE SUPPLIERS

This appendix is a listing of suppliers of resources itemized at the end of each unit of the individual sections.

Aldine Publishing Company
529 S. Wabash Avenue
Chicago, Illinois 60605

Amer. Assoc. of Elementary,
Kindergarten, Nursery Educators
National Education Association
1201 16th Street, N.W.
Washington, D.C. 20036

American Assoc. of Junior Colleges
1315 16th Street, N.W.
Washington, D.C. 20036

Amer. Assoc., School Administrators,
National Education Association,
Publication Sales Section
1201 16th Street, N.W.
Washington, D.C. 20036

American Correctional Assoc.
Box 10176
Woodridge Station
Washington, D.C. 20018

American Federation of Teachers
1012 14th Street, N.W.
Washington, D.C. 20005

American Educational Films
34th Floor Suite
777 3rd Avenue
New York, New York 10017

American Forestry Association
919 17th Street, N.W.
Washington, D.C. 20006

American Institute of Architects
Library
1736 New York Avenue, N.W.
Washington, D.C. 20006

American Institute of Planners
917 Fifteenth Street, N.W.
Washington, D.C. 20005

American Law Institute
101 N. 33rd Street
Philadelphia, Pennsylvania 19104

American Library Association
50 East Huron Street
Chicago, Illinois 60611

American Management Assoc., Inc.
135 West 50th Street
New York, New York 10020

American Mutual Life Insurance
Company
Liberty Building
De Moines, Iowa 50307

American Personnel & Guidance
Association, Publication
Sales Department
1607 New Hampshire Avenue
Washington, D.C. 20009

American Society of Planning
Officials
1313 East 60th Street
Chicago, Illinois 60637

American Vocational Association
1510 H Street, N.W.
Washington, D.C. 20005

Amidon, Paul S., and Associates
5408 Chicago Avenue South
Minneapolis, Minnesota 55417

Anderson, W. H., Company
646-650 Main Street
Cincinnati, Ohio 45201

Appleton-Century-Crofts
440 Park Avenue South
New York, New York 10016

ARCO Publishing Company, Inc.
219 Park Avenue South
New York, New York 10003

Association for Childhood Education
International
3615 Wisconsin Avenue, N.W.
Washington, D.C. 20016

Association Films, Inc.
600 Grand Avenue
Ridgefield, New Jersey 07657

Association Press
291 Broadway
New York, New York 10007

Avon Books
959 8th Avenue
New York, New York 10019

Brandon Films
221 West 57th Street
New York, New York 10019

Bank Street College of Education
Publications Department
419 Park Avenue, South
New York, New York 10016

Bete, Channing L., Company
Box 112
Greenfield, Massachusetts 01301

B'nai B'rith Vocational Service
1640 Rhode Island Avenue, N.W.
Washington, D.C. 20036

Board of Trustees
University of Illinois
Urbana, Illinois 61801

Bobbs-Merrill Company, Inc.
4300 W. 62nd Street
Indianapolis, Indiana 46268

Bureau of the Census
Department of Commerce
U. S. Government Printing Office
Washington, D.C. 20233

Bureau of Instructional Services
Department of Public Instruction
Education Building
Harrisburgh, Pennsylvania 17120

Bureau of Labor Statistics
U. S. Department of Labor
Washington, D.C. 20212

The Bureau of Public Roads
Photographic Section
Washington, D.C. 20235

CCM Information Sciences, Inc.
909 Third Avenue
New York, New York 10022

California Department of Human
Resources Development
800 Capitol Mall
Sacramento, California 95814

California Highway Patrol
2611 26th Street
Sacramento, California 95818

California State Department of
Education
721 Capitol Mall
Sacramento, California 95814

California State Resources Agency
1416 9th Street
Sacramento, California 95814

Callaghan and Company
6141 N. Cicero Avenue
Chicago, Illinois 60646

Canadian Film Institute
142 Sparks Street
Ottawa, Canada

Carousel Films, Inc.
1501 Broadway, Suite 1503
New York, New York 10036

Catholic University of America
Press
620 Michigan Avenue, N.E.
Washington, D.C. 20017

Center for Democratic Institute
2056 Eucalyptus Field Road
Montecito, California 93103

Central Mortgage and Housing
Corporation
Liaison Officer
Audio-Visual Aids
Ottawa 7, Canada

Chandler Publishing Company
124 Spear Street
San Francisco, California 94105

Chronicle Guidance Publications, Inc.
Moravia, New York 13118

Churchill Films
6671 Sunset Boulevard
Los Angeles, California 90028

Clearinghouse, Federal Scientific
and Technical Information
2285 Port Royal Road
Springfield, Virginia 22151

College and University Press
263 Chapel Street
New Haven, Connecticut 06513

Columbia University Press
Center for Mass Communication
440 West 110th Street
New York, New York 10025

Commonwealth of Pennsylvania
Department of Public Instruction
Public Service Institute
Harrisburg, Pennsylvania 17126

Communications Programs
General Electric Company
159 Main Street
Bay St. Louis, Mississippi 39520

Congressional Quarterly, Inc.
1735 K Street, N.W.
Washington, D.C. 20006

Connecticut Highway Department
Public Relations Director
Hartford, Connecticut 06115

The Conservation Foundation
1717 Massachusetts Avenue, N.W.
Washington, D.C. 20036

Consolidated Film Industries
959 Seward Street
Hollywood, California 90038

Contemporary Films, Inc.
Film Rental Library
Princeton Road
Hightstown, New Jersey 08520

Coronet Films
65 E. South Water Street
Chicago, Illinois 60601

Criminology and Political Science
357 E. Chicago Avenue
Chicago, Illinois 60611

Crowell, Thomas Y., Company
201 Park Avenue, South
New York, New York 10003

Curriculum Materials Corporation
1319 Vine Street
Philadelphia, Pennsylvania 19107

Davis Publishing Company
250 Potrero Street
Santa Cruz, California 95060

Defense Contract Audit Agency
Policy and Programs Branch
Personnel Division
Cameron Station
Alexandria, Virginia 22314

Denoyer-Geppert Company
5235 Ravenswood Avenue
Chicago, Illinois 60640

Department of Agricultural
Journalism
College of Agriculture
University of Wisconsin 53706

Department of the Interior
Office of Personnel
Washington, D.C. 20240

Director of Advancement and
Public Information
American Water Works Assoc.
2 Park Avenue
New York, New York 10016

Dodd, Mead and Company
79 Madison Avenue
New York, New York 10016

Doubleday and Company, Inc.
501 Franklin Avenue
Garden City, New York 11530

Educational Sensory Programming,
Inc.
Taylor Teaching Tapes
960 Melrose Avenue
Chula Vista, California 92010

Elizabethtown Gas Company
One Elizabeth Plaza
Elizabeth, New Jersey 07207

Elkins, Herbert M., Company
10031 Commerce Avenue
Tujunga, California 91042

Employment Information Center
Room 1050L
14th and Constitution Avenue, N.W.
Washington, D.C. 20230

Encyclopaedia Brittanica, Inc.
425 N. Michigan Avenue
Chicago, Illinois 60611

Encyclopaedia Brittannica Films, Inc.
38 West 32nd Street
New York, New York 10001

Enoch Pratt Free Library
400 Cathedral Street
Baltimore, Maryland 21201

Environmental Education
U. S. Government Printing Office
Washington, D.C. 20401

Environmental Protection Agency
Washington, D.C. 20460

Epsilon Pi Tou, Inc.
University Station, Box 3111
Columbus, Ohio 43210

Erie and Niagaria Counties
Regional Planning Board
2085 Baseline Road
Grand Island, New York 14072

Eye Gate House, Inc.
146-01 Archer Avenue
Jamaica, New York 11435

E. J. Kirschner Associates
Suite 310 Shoreham Building
806 15th Street, N.W.
Washington, D.C. 20005

Family Service Association
44 East 23rd Street
New York, New York 10010

Federal Aviation Administration
Department of Transportation
400 7th Street, S.W.
Washington, D.C. 20591

Federal Highway Administration
Office of Personnel and Training
400 7th Street, S.W.
Washington, D.C. 20591

Ferguson, J. G., Publishing Co.
Six North Michigan Avenue
Chicago, Illinois 60602

Film Library, Department of
Extension Teaching & Information
31 Roberts Hall
Cornell University
Ithaca, New York 14850

Films, Incorporated
733 Greenbay Road
Wilmette, Illinois 60091

Fire Instruction Research
Enterprises, Inc.
31 North Main Street
P. O. Box 47
Union City, Pennsylvania 16438

Food and Drug Administration
Field Operations Group
Room 1057, Parklawn Bldg.
5600 Fishers Lane
Rockville, Maryland 20852

Foundation Press, Inc.
170 Old Country Road
Mineola, New York 11501

Friendship Press
475 Riverside Drive
New York, New York 10027

General Electric Company
60 Washington Avenue
Schenectady, New York 12305

General Electronic Laboratories
1085 Commonwealth Avenue
Boston, Massachusetts 02215

Great Plains National Television
Library
University of Nebraska
Lincoln, Nebraska 68508

Grosset and Dunlap, Inc.
51 Madison Avenue
New York, New York 10010

Guidance Associates
23 Washington Avenue
Pleasantville, New York 10570

Hale, E. M., and Company Publishers
1201 S. Hasting Way
Eau Claire, Wisconsin 54701

Hamilton Film Service
345 West 65th Street
New York, New York 10019

Hammond, Incorporated
Hammond Building
Maplewood, New Jersey 07040

Harper and Row, Publishers
49 East 33rd Street
New York, New York 10016

Harvard University Press
79 Garden Street
Cambridge, Massachusetts 02138

Hawthorn Books, Inc.
70 Fifth Avenue
New York, New York 10011

Highway Users Federation for
Safety and Mobility
1776 Massachusetts Ave., N.W.
Washington, D.C. 20036

Holt, Rinehart & Winston, Inc.
383 Madison Avenue
New York, New York 10017

Illinois Inspection & Rating Bureau
Insurance Service Office of
Illinois
413 Iles Park Place
Springfield, Illinois 62703

Immigration and Naturalization
Service
Personnel Officer
119 D Street, N.E.
Washington, D.C. 20536

Imperial International Learning
247 West Court Street
Kankakee, Illinois 60901

Indiana University Press
10th & Morton Streets
Bloomington, Indiana 47401

Institute of Local Self Government
Berkeley, California 94620

Institute of Traffic Engineers
2029 K Street, N.W.
Washington, D.C. 20006

Institutional Cinema Service
29 East 10th Street
New York, New York 10003

Instructors Publications
17410 Gilmore Street
Van Nuys, California 91406

International Association of
Chiefs of Police
Publications Department
1319 10th Street, N.W.
Washington, D.C. 20036

International City Management
Association
1140 Connecticut Avenue, N.W.
Washington, D.C. 20036

International City Managers
Association
1313 East 60th Street
Chicago, Illinois 60637

International Film Bureau, Inc.
332 South Michigan Avenue
Chicago, Illinois 60604

International Fire Service
Training Association
Fire Protection Publications
Oklahoma State University
Stillwater, Oklahoma 74074

Interstate Commerce Commission
Director of Personnel
Washington, D.C. 20423

Interstate Printers & Publishers,
  Inc.
19-27 No. Jackson Street
Danville, Illinois 61832

Irwin - Dorsey Press
Richard D. Irwin, Inc.
1818 Ridge Road
Homewood, Illinois 60430

John Day Company, Inc.
257 Park Avenue, S.
New York, New York 10010

Johns Hopkins Press
Baltimore, Maryland 21218

Jossey - Bass, Inc., Publishers
615 Montgomery Street
San Francisco, California 94111

KDKA Television
Assistant Program Manager
One Gateway Center
Pittsburgh, Pennsylvania 15222

Kirschner, E. J., Associates
Suite 310 Shoreham Building
806 15th Street, N.W.
Washington, D.C. 20005

Knopf, Alfred A., Inc.
201 East 50th Street
New York, New York 10022

Legal Book Corporation
316 W. Second Street
Los Angeles, California 90012

MacMillan Company
866 Third Avenue
New York, New York 10022

Maryland State Planning Department
State Office Building
301 West Preston Street
Baltimore, Maryland 21201

Massachusetts Institute of
  Technology
Publications Office
77 Massachusetts Avenue
Cambridge, Massachusetts 02139

Merrill, Charles E., Publisher
1300 Alum Creek Drive
Columbus, Ohio 43216

Messner, Jullian, Inc.
Simon & Schuster, Publishers
1 West 39th Street
New York, New York 10018

Metropolitan Housing and
  Planning Council
8 South Dearborn Street
Chicago, Illinois 60603

Modern Talking Picture Service
Sponsor Desk
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New York, New York 10036

Modern Talking Picture Service
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Washington, D.C. 20006

Multimedia Publishing Corporation
151 N. Moison Road
Blauvelt, New York 10913

McGraw-Hill Book Company
330 West 42nd Street
New York, New York 10036

McGraw-Hill Text - Films
330 West 42nd Street
New York, New York 10036

McKay, David, Company, Inc.
750 Third Avenue
New York, New York 10036

National Aerospace Educational Council
806 15th Street, N.W.
Washington, D.C. 20005

National Association of Home Builders
Land Use & Development Department
1625 L Street, N.W.
Washington, D.C. 20036

National Association of Housing & Redevelopment Officials
Publications Department
1413 K Street, N.W.
Washington, D.C. 20005

National Association of Manufacturers of the U.S.A.
277 Park Avenue
New York, New York 10017

National Association of Social Workers
Two Park Avenue
New York, New York 10016

National Cash Register Company
Sales Office
50 Rockefeller Plaza
New York, New York 10020

National Center for Information on Careers in Education
Amer. Personnel & Guidance Assoc.
Publications Sales Department
1607 New Hampshire Avenue
Washington, D.C. 20009

National Education Association of the United States
1201 Sixteenth Street, N.W.
Washington, D.C. 20036

NBC Films, Inc.
NBC Educational Enterprises
Room 1040
30 Rockefeller Plaza
New York, New York 10020

National Fire Protection Assoc.
60 Batterymarch Street
Boston, Massachusetts 02110

National Forest Products Assoc.
1619 Massachusetts Avenue, N.W.
Washington, D.C. 20036

National Medical Audiovisual Center
Distribution Service
Chamblee Branch Post Office
Atlanta, Georgia 30005

National Recreation & Park Assoc.
1700 Pennsylvania Avenue, N.W.
Washington, D.C. 20006

National Retail Merchants Assoc.
James J. Bliss
Downtown Development Committee
100 West 31st Street
New York, New York 10001

National Safety Council
425 N. Michigan Avenue
Chicago, Illinois 60611

National Science Foundation
Washington, D.C. 20550

National Society of Professional
  Engineers
2029 K Street, N.W.
Washington, D.C. 20006

National Training Laboratories
National Educ. Assoc. of the U.S.
Publication Sales Section
1201 16th Street, N.W.
Washington, D.C. 20036

National Welfare Assembly, Inc.
National Assembly for Social
  Policy and Development
345 E. 46th Street
New York, New York 10017

Natural History Press
Doubleday and Company
501 Franklin Avenue
Garden City, New York 11530

NET Film Service
Indiana University
Bloomington, Indiana 47405

New York State Office of
  Planning Services
488 Broadway
Albany, New York 12207

Office of Planning Coordination
State of New York
488 Broadway
Albany, New York 12207

Oxford University Press, Inc.
1600 Pollitt Drive
Fair Lawn, New Jersey 07410

Penquin Books, Inc.
7110 Ambassador Road
Baltimore, Maryland 21207

Pflaum, George A., Publisher
38 West Fifth Street
Dayton, Ohio 45402

Phaidon Press, Ltd.
111 Fourth Avenue
New York, New York 10003

Philadelphia Redevelopment
  Authority
211 South Broad Street
Philadelphia, Pennsylvania 19107

Phi Delta Kappa
Eight and Union Streets
Bloomington, Indiana 47401

Pitman Publishing Corporation
20 East 46th Street
New York, New York 10017

Pocket Books, Inc.
Simon and Schuster, Inc.
1 W. 39th Street
New York, New York 10018

Popular Science
Audio Visual Division
355 Lexington Avenue
New York, New York 10017

Praeger Publishers, Inc.
1111 Fourth Avenue
New York, New York 10003

Prentice-Hall, Inc.
Englewood Cliffs, New Jersey 07632

President's Commission on
  Law Enforcement
U.S. Government Printing Office
Division of Public Documents
Washington, D.C. 20402

Rand McNally and Company
405 Park Avenue
New York, New York 10022
or, Box 7600
Chicago, Illinois 60680

Random House, Inc.
201 E. 50th Street
New York, New York 10022

Reston, Virginia, Inc.
Public Relations Division
Executive Offices
Reston, Virginia 22070

Reynolds Metals Company
Public Relations Department
6501 West Broad Street
Richmond, Virginia 23230

ROA'S Films
1696 N. Astor Street
Milwaukee, Wisconsin 53202

Ronald Press Company
79 Madison Avenue
New York, New York 10016

Russell Sage Foundation
230 Park Avenue
New York, New York 10017

School and Society Books
1860 Broadway
New York, New York 10023

Science Research Associates, Inc.
259 East Erie Street
Chicago, Illinois 60611

Scribner's, Charles, Sons
Shipping and Service Center
Vreeland Avenue
Totowa, New Jersey 07512

Scott, Foresman and Company
1900 E. Lake Avenue
Glenview, Illinois 60025

The Shoe String Press, Inc.
Auchon Books
995 Sherman Avenue
Hamden, Connecticut 06514

Simon and Shuster, Inc.
Rockefeller Center
630 Fifth Avenue
New York, New York 10020

South-Western Publishing Co.
5101 Madison Road
Cincinnati, Ohio 45227

Special Libraries Association
235 Park Avenue, South
New York, New York 10003

State of California
Division of Highways
1120 N Street
Sacramento, California 95814

State of the Library Art Services
Rutgers University Press
New Brunswick, New Jersey 08903

Sterling Educational Films, Inc.
241 East 34th Street
New York, New York 10016

Sterling Movies
43 West 61st Street
New York, New York 10023
or, 6290 Sunset Blvd.
Hollywood, California 90028

Stuart Finley
3428 Mansfield Road
Falls Church, Virginia 22041

Syracuse University Press
Box 8, University Station
Syracuse, New York 13210

Tweedy Transparency
208 Hollywood Avenue
East Orange, New Jersey 07018

Texas A & M University
College Station, Texas 77843

Thomas, Charles C., Publisher
301-327 E. Lawrence Avenue
Springfield, Illinois 62703

Trustees of the University of
Pennsylvania
Philadelphia, Pennsylvania 19104

Unipub, Inc.
P. O. Box 433
New York, New York 10016

USAF Auditor General (AFACUMC)
Norton Air Force Base, Calif. 92409

U. S. Army Audit Agency
Headquarters
Washington, D.C. 20315

U. S. Department of Agriculture
Personnel Div., Consumer Marketing Serv.
Federal Office Building
536 South Clark Street
Chicago, Illinois 60605

U. S. Department of Labor
Bureau of Labor Statistics
Washington, D.C. 20212

U. S. Department of Transportation
400 7th Street, S.W.
Washington, D.C. 20591

Universal Publishing and Distributing
Corporation
800 Second Avenue
New York, New York 10017

United Presbyterian Church
Film Distribution
475 Riverside Drive
New York, New York 10027

U.S. Civil Service Commission
Superintendent of Documents
U.S. Government Printing Office
Washington, D.C. 20402

U.S. Department of Health,
Education and Welfare
Superintendent of Documents
Washington, D.C. 20203

U.S. Dept. of Housing & Urban Develop.
Federal Housing Adm. Personnel Div.
Career Development & Training Branch
Room 2276
Washington, D.C. 20411

U.S. Department of the Interior
Bureau of Land Management
18th between C & D Streets
Washington, D.C. 20240

U.S. Department of Labor
Bureau of Labor Statistics
341 Ninth Avenue
New York, New York 10001

U.S. Environmental Protection Agency
Washington, D.C. 20460

U.S. Government Printing Office
Division of Public Documents
Washington, D.C. 20402

U.S. National Audiovisual Center
National Archives and Records Service
Washington, D.C. 20409

Universal Education and Visual Arts
221 Park Avenue, South
New York, New York 10003

Universal Publishing and
Distributing Corporation
235 E. 45th Street
New York, New York 10017

University-at-Large
70 West 40th Street
New York, New York 10018

University of California
University of California Press
Berkeley, California 94720

University of Chicago
Industrial Relations Center
1225 East 60th Street
Chicago, Illinois 60637

University of Chicago Press
5750 Ellis Avenue
Chicago, Illinois 60637

University of Nebraska
Lincoln, Nebraska 68504

University of Pittsburgh Press
127 N. Bellefield Avenue
Pittsburgh, Pennsylvania 15213

University Publishing Company
1126 "Q" Street
Lincoln, Nebraska 68501

University Research Corporation
1424 16th Street, N.W.
Washington, D.C. 20036

Urban Land Institute
1200 18th Street, N.W.
Washington, D.C. 20036

Victor Gruen Associates
6330 San Vicente Boulevard
Los Angeles, California 90048

The Viking Press, Inc.
625 Madison Avenue
New York, New York 10022

Visual Education Consultants, Inc.
2066 Helena Street, Box 52
Madison, Wisconsin 53701

Vocational Guidance Manuals
Vocational Guidance Bureau
220 5th Avenue
New York, New York 10001

Walck, Henry Z., Inc.
19 Union Square West
New York, New York 10003

Washington Square Press
630 Fifth Avenue
New York, New York 10022

West Publishing Company
50 W. Kellogg Boulevard
St. Paul, Minnesota 55102

Westinghouse Learning Corporation
100 Park Avenue
New York, New York 10017

Westminster Press
Witherspoon Building
Philadelphia, Pennsylvania 19107

Wiley, John, and Sons, Inc.
605 Third Avenue
New York, New York 10016

William M. Dennis Film Libraries
2508 1/2 West 7th Street
Los Angeles, California 90057

Winey Productions, Inc.
252 Great Road
Bedford, Massachusetts 01730

Wolper, David L., Productions
8489 West Third Street
Los Angeles, California 90048

Yale University Press
92a Yale Station
New Haven, Connecticut 06520

York County Planning Commission
32 West King Street
York, Pennsylvania 17401

Appendix C

SUGGESTED INSTRUMENT
STUDENT EVALUATION OF INSTRUCTION

Appendix C

STUDENT EVALUATION OF INSTRUCTION

Name of Student　　　　　　　　　　　　　　　　Name of Instructor

I. PRESENTATION OF SUBJECT MATTER (Rank instructor on a 5-point scale; 1 for highest rank; 5 for lowest)

° Did he make his expectations of you, as a student, clear at the beginning of the year?	/ / / / / / 1 2 3 4 5
° Does he present material that can be integrated with classroom learning?	/ / / / / / 1 2 3 4 5
° Does he present material in a well-organized fashion?	/ / / / / / 1 2 3 4 5
° Does he use enough examples of illustrations to clarify the material?	/ / / / / / 1 2 3 4 5
° Does he vary his teaching methods?	/ / / / / / 1 2 3 4 5
° Does he have sufficient knowledge about the various field experiences that you are involved with?	/ / / / / / 1 2 3 4 5
° Were you "turned on" by this experience and stimulated to do more on your own?	/ / / / / / 1 2 3 4 5

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* Adapted from *Instructional Associate*, California Community Colleges, Sacramento.

II. CONCERNS FOR THE EDUCATION OF STUDENTS

° Do you feel that the instructor displays interest and involvement in matters relating to concerns for better occupational preparation of students?	/ / / / / / 1 2 3 4 5
° Does the instructor notify students of meetings, institutes, workshops, etc., related to these concerns?	/ / / / / / 1 2 3 4 5
° Does he make available experiences in which you could interact with people concerned with and involved in public service occupations?	/ / / / / / 1 2 3 4 5

III. PROFESSIONAL BEHAVIOR

° Do you believe that the instructor has respect, concern, and interest in the dignity and work of others in the school system?	/ / / / / / 1 2 3 4 5
° Of parents?	/ / / / / / 1 2 3 4 5
° Of others in the community systems?	/ / / / / / 1 2 3 4 5
° Has he provided a professional role for you? (i.e., does he show traits and ways of behaving you would like to possess?)	/ / / / / / 1 2 3 4 5

IV. RESPONSIBILITY TO STUDENTS

° Is he actively helpful when you have difficulty?	/ / / / / / 1 2 3 4 5
° Does he appear sensitive to your feelings and concerns?	/ / / / / / 1 2 3 4 5
° Do you feel free to ask questions, disagree, express your own ideas, etc?	/ / / / / / 1 2 3 4 5
° Have you been given an opportunity to participate in the selection and/or development of learning experiences?	/ / / / / / 1 2 3 4 5
° Have the learning experiences been of significant breadth and scope to meet your educational needs?	/ / / / / / 1 2 3 4 5

° Were you held accountable for your specific assignments?	/ / / / / / 1 2 3 4 5

V. RELATIONSHIP WITH STUDENTS

° Is he fair and impartial in his dealings with you?	/ / / / / / 1 2 3 4 5
° Does he tell you when you have done particularly well?	/ / / / / / 1 2 3 4 5
° Can he offer constructive criticism?	/ / / / / / 1 2 3 4 5
° Do you feel you have had the appropriate freedom to make mistakes?	/ / / / / / 1 2 3 4 5
° Is he interested and involved in discussing your future career plans?	/ / / / / / 1 2 3 4 5
° Were you appropriately involved in the evaluative process?	/ / / / / / 1 2 3 4 5
° Do you think you were graded fairly?	/ / / / / / 1 2 3 4 5

VI. OVERALL EVALUATION

° How would you rate your instructor as a teacher?	/ / / / / / 1 2 3 4 5

° What aspects of this course or program were especially good? (Write comments below or on back of page)

Appendix D

SUGGESTED INSTRUMENT
TEACHER EVALUATION OF ONGOING INSTRUCTION

Appendix D

TEACHER EVALUATION OF ONGOING INSTRUCTION

Name of Student

Name of Instructor

I. THE LESSON PLAN (Rank youself on a 5-point scale; 1 for highest rank; 5 for the lowest)

With regard to lesson plan:

° Does the title of the lesson indicate as accurately as possible the exact content of the lesson?	/ 1 / 2 / 3 / 4 / 5 /
° Do the objectives state what the outcome of the instruction is to be in terms of knowledge and understanding of occupations?	/ 1 / 2 / 3 / 4 / 5 /
° Are specific references and instructional aids listed?	/ 1 / 2 / 3 / 4 / 5 /
° Does the introduction explain in a general way what is to be covered in the lesson?	/ 1 / 2 / 3 / 4 / 5 /
° Does the introduction explain the relation of the lesson to previous lessons?	/ 1 / 2 / 3 / 4 / 5 /
° Does the introduction include information on how the class will be conducted?	/ 1 / 2 / 3 / 4 / 5 /

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* Adapted from *Training Guide*, Development and Resources Corporation, New York, 1969.

- Does the introduction tell the student how he will use the material or knowledge acquired from the lesson?
  /__/__/__/__/__/
  1 2 3 4 5

- Is there a timetable showing approximately how much time should be spent on each part of the lesson? Is the amount of time spent on various parts of the lesson consistent with the importance of those parts?
  /__/__/__/__/__/
  1 2 3 4 5

- Are there sufficient questions for checking understanding of key points of the lesson?
  /__/__/__/__/__/
  1 2 3 4 5

- Do questions make students apply and interpret information?
  /__/__/__/__/__/
  1 2 3 4 5

- Is the outline of subject matter and the steps of procedure complete and definite enough so that no essential materials can be omitted?
  /__/__/__/__/__/
  1 2 3 4 5

- Are instructional aids scheduled at the right time for maximum effectiveness? When a film is used, does the lesson plan provide for an introduction to the film to show students what to look for in the film? Does it also provide for follow-up?
  /__/__/__/__/__/
  1 2 3 4 5

- Are key points of the lesson made to stand out in the plan? (underlining, capitalizing, color, etc.)
  /__/__/__/__/__/
  1 2 3 4 5

- Does the lesson plan provide for maximum student participation and drill without sacrificing other important phases of the lesson?
  /__/__/__/__/__/
  1 2 3 4 5

- Is there provision for repetition and emphasis of important points?
  /__/__/__/__/__/
  1 2 3 4 5

II. DURING THE INTRODUCTION TO THE LESSON, DID I:

- Test the students' knowledge with well planned questions?
  /__/__/__/__/__/
  1 2 3 4 5

- Tell what information and what degree of knowledge were to be learned in the lesson?
  /__/__/__/__/__/
  1 2 3 4 5

- Emphasize the need for knowing the information to be learned?
  /__/__/__/__/__/
  1 2 3 4 5

- Tell the students how the class is to be conducted?
  /__/__/__/__/__/
  1 2 3 4 5

° Try to develop interest in the subject by illustrations, personal stories, and information on related new developments?	/ / / / / / 1 2 3 4 5

III. IN TEACHING PRINCIPLES, DID I:

° Give sufficient information to properly introduce the principle?	/ / / / / / 1 2 3 4 5
° Build on students' previous knowledge?	/ / / / / / 1 2 3 4 5
° Bring out each idea in logical sequence?	/ / / / / / 1 2 3 4 5
° Clearly explain relationship of one idea to the next where possible?	/ / / / / / 1 2 3 4 5

IV. IN TEACHING AN OPERATION BY DEMONSTRATION, DID I:

° Perform the operation while explaining what was being done?	/ / / / / / 1 2 3 4 5
° Have students explain the operation while the demonstration was in progress?	/ / / / / / 1 2 3 4 5
° Have selected students perform the operation and explain what they were doing?	/ / / / / / 1 2 3 4 5
° Attempt to provide a situation where all students could practice the operation?	/ / / / / / 1 2 3 4 5

V. IN THE FIELD INSTRUCTION, DID I:

° Have sufficient knowledge about the various field experiences in which the students were involved?	/ / / / / / 1 2 3 4 5
° Make available field experiences in which students could interact with workers in public service occupations and the community?	/ / / / / / 1 2 3 4 5
° Display interest and involvement in matters relating to public service occupations?	/ / / / / / 1 2 3 4 5
° Notify students of meetings, institutes, workshops, etc., related to public service occupations?	/ / / / / / 1 2 3 4 5

VI. ON THE KEY POINTS OF THE LESSON, DID I:

	1	2	3	4	5
° Go over main points more than once for emphasis?					
° Drill on those points that must be known?					
° Ask challenging questions so that students had to think through on basic principles?					
° Illustrate or emphasize key points with instructional aids?					
° Explain new terms?					
° Use personal experiences or stories where appropriate to emphasize points?					
° See that note-taking was significant, was not just "busy work", and did not interfere with presentation?					
° Show how to record notes on main points in the lesson? (It is often more effective to give students a mimeographed sheet of basic notes to which they can add notes and comments.)					

VII. WHEN QUESTIONING, DID I:

	1	2	3	4	5
° Where appropriate, first direct the question to the class as a whole - pause - and then call on one student to answer?					
° Provide for individual responses to most questions?					
° Evaluate answers and emphasize correct responses?					
° Ask clear, brief, and challenging questions?					
° Contact as many students as possible?					
° Encourage accurate, complete answers?					

° Call on students by name "at random" rather than follow an alphabetical list or seating arrangement?	/__/__/__/__/__/ 1 2 3 4 5
° Use questions all through the lesson?	/__/__/__/__/__/ 1 2 3 4 5
° Frame questions extemporaneously to clarify dubious points or to follow up when questions are partially answered?	/__/__/__/__/__/ 1 2 3 4 5
° Use question to correct errors as well as to detect them?	/__/__/__/__/__/ 1 2 3 4 5

VIII. IN PROVIDING FOR LEARNING BY DOING, DID I:

° Ask questions at proper checking or measuring levels?	/__/__/__/__/__/ 1 2 3 4 5
° Encourage students to take notes on key points in the lesson?	/__/__/__/__/__/ 1 2 3 4 5
° Provide problems to solve and thoroughly check for errors?	/__/__/__/__/__/ 1 2 3 4 5
° Introduce problems that made use of facts taught in lesson and which made the students think in order to apply those facts?	/__/__/__/__/__/ 1 2 3 4 5
° Stay with the student after the correction was made to make sure that the right way is put into practice?	/__/__/__/__/__/ 1 2 3 4 5
° Give a definite level of skill to work toward?	/__/__/__/__/__/ 1 2 3 4 5
° Secure maximum participation and drill without sacrificing other important phases of the lesson?	/__/__/__/__/__/ 1 2 3 4 5
° Let students practice under supervision and with suggestions, without "taking over" when difficulty was encountered?	/__/__/__/__/__/ 1 2 3 4 5

IX. DURING THE SUMMARY OF THE LESSON, DID I:

° Repeat important points of lesson?	/__/__/__/__/__/ 1 2 3 4 5
° Question what had been seen in films and film strips?	/__/__/__/__/__/ 1 2 3 4 5

° Write unfamiliar words on chalkboard if there was doubt about spelling or meaning?	/ / / / / / 1 2 3 4 5
° List important steps or procedure on chalkboard or use charts?	/ / / / / / 1 2 3 4 5
° Make appropriate use of competition between individuals or groups as a means of keeping up student interest during practice or drill?	/ / / / / / 1 2 3 4 5

X. WITH REGARD TO INSTRUCTIONAL AIDS, DID I:

° Have material arranged for smooth, easy presentation?	/ / / / / / 1 2 3 4 5
° Keep extraneous material out of sight during class?	/ / / / / / 1 2 3 4 5
° Evaluate the aid to make sure it was worth the time spent using it?	/ / / / / / 1 2 3 4 5
° Make sure mechanical devices operate properly?	/ / / / / / 1 2 3 4 5
° Introduce the aid adequately?	/ / / / / / 1 2 3 4 5
° Follow the use of the aid with a summary and questions?	/ / / / / / 1 2 3 4 5
° Use aids to proper advantage all through the lesson?	/ / / / / / 1 2 3 4 5

XI. WHILE TEACHING, DID I:

° Use colorful and yet accurate language?	/ / / / / / 1 2 3 4 5
° Stay on feet or in a position to demand attention?	/ / / / / / 1 2 3 4 5
° Use meaningful gestures?	/ / / / / / 1 2 3 4 5
° Know the subject?	/ / / / / / 1 2 3 4 5
° Stimulate discussion but remain in control at all times?	/ / / / / / 1 2 3 4 5

° Change the pace of speaking where it would make the lesson more interesting?	/ / / / / / 1 2 3 4 5
° Keep interested in the subject and in the job of teaching?	/ / / / / / 1 2 3 4 5

XII. WITH REGARD TO HUMAN RELATIONS, DID I:

° Try to understand the reason for each person's behavior?	/ / / / / / 1 2 3 4 5
° Avoid sarcasm and ridicule?	/ / / / / / 1 2 3 4 5
° Refrain from being "one of the students" (fraternizing)?	/ / / / / / 1 2 3 4 5
° Give credit for good work?	/ / / / / / 1 2 3 4 5
° Attempt to judge students on what they are doing today rather than on their past records?	/ / / / / / 1 2 3 4 5
° Try to be a good sport but maintain sufficient reserve?	/ / / / / / 1 2 3 4 5
° Avoid unfavorable references to personal beliefs that may be sacred to others?	/ / / / / / 1 2 3 4 5
° Use informal methods yet hold the respect of the class?	/ / / / / / 1 2 3 4 5

XIII. IF DISCIPLINARY ACTION WAS NECESSARY, DID I:

° Reprimand with justice and tact after determining the causes of student's behavior?	/ / / / / / 1 2 3 4 5
° Adjust any disciplinary action on the basis of what will produce the desired results?	/ / / / / / 1 2 3 4 5
° Consider student's mental and physical condition at the time of the reprimand?	/ / / / / / 1 2 3 4 5
° Stay calm and avoid all arguments?	/ / / / / / 1 2 3 4 5
° Speak with objectivity?	/ / / / / / 1 2 3 4 5
° Have and use facts?	/ / / / / / 1 2 3 4 5

XIV. WITH REGARD TO PARTICIPATION, DID ALL STUDENTS:

° Participate in directed discussion?	1 2 3 4 5
° Contribute ideas?	1 2 3 4 5
° Appear interested?	1 2 3 4 5
° Ask questions that indicated thought on the lesson?	1 2 3 4 5
° Answer questions in full and with apparent understanding?	1 2 3 4 5
° Use tools and/or equipment while learning?	1 2 3 4 5
° Voluntarily have their work checked by the instructor?	1 2 3 4 5
° Appear anxious to develop skills?	1 2 3 4 5
° Show appreciation for equipment properly used?	1 2 3 4 5

XV. CONSIDERING VOICE AND APPEARANCE, DID I:

° Speak loud enough without shouting?	1 2 3 4 5
° Keep tone of voice friendly?	1 2 3 4 5
° Speak with enthusiasm?	1 2 3 4 5
° Speak clearly and with careful selection of words?	1 2 3 4 5
° Use voice to give emphasis (such as pausing before and after important points)?	1 2 3 4 5
° Use the correct pronunciation of words?	1 2 3 4 5
° Dress properly for the job?	1 2 3 4 5
° Present a neat appearance?	1 2 3 4 5

°	Avoid mannerisms?	/ / / / / / 1 2 3 4 5
°	Control temper at all times?	/ / / / / / 1 2 3 4 5
°	Face and talk to the class?	/ / / / / / 1 2 3 4 5
°	Show enthusiasm?	/ / / / / / 1 2 3 4 5

XIV. WITH REGARD TO MANAGEMENT, DID I:

°	Do all I could to provide proper temperature and ventilation?	/ / / / / / 1 2 3 4 5
°	Make the best use of available light?	/ / / / / / 1 2 3 4 5
°	Keep instructional spaces clean and orderly without limiting worthwhile activity?	/ / / / / / 1 2 3 4 5
°	Make sure that all students could see and hear?	/ / / / / / 1 2 3 4 5
°	Move students when it would provide a better learning situation?	/ / / / / / 1 2 3 4 5
°	Help students to be as comfortable as facilities permit?	/ / / / / / 1 2 3 4 5
°	Keep standing students from gradually working forward until some could not see or hear?	/ / / / / / 1 2 3 4 5
°	Manage so that front seats were filled first and all seats filled from front to back?	/ / / / / / 1 2 3 4 5
°	Arrange seats properly before the students reported for instruction?	/ / / / / / 1 2 3 4 5
°	Manage charts, models, and other instructional aids, so that they were available when needed and properly stored when not in use?	/ / / / / / 1 2 3 4 5
°	Tactfully discourage interruptions by other people or office personnel?	/ / / / / / 1 2 3 4 5
°	Provide for equipment to be ready and placed so that it would be used with minimum disturbance?	/ / / / / / 1 2 3 4 5

Appendix E

SUGGESTED SAMPLE QUESTIONS APPROPRIATE FOR PRE- AND POST-TESTS

Appendix E

QUESTIONS APPROPRIATE FOR PRE- AND POST-TESTS

Name of Student Name of Instructor

1. _____ Public service may be defined as:

   A. Those occupations pursued by persons performing the functions necessary to accomplish the mission of local government

   B. Those occupations pursued by persons performing the functions necessary to accomplish the mission of the federal government

   C. Those occupations pursued by persons performing the functions necessary to accomplish the missions of local, county, state and federal government

2. _____ Which of the following is the largest employer in the United States:

   A. Federal Government

   B. County Government

   C. State Government

3. _____ When applying for a job as a fireman, one would go to:

   A. Local Federal Building

   B. City Hall

   C. County Administration Building

---

* Adapted from *Pilot Test Questionnaires* developed by Public Service Occupations Curriculum Project in cooperation with Long Beach Unified School District, Long Beach, California.

4. _____ The functions of public service are performed through arrangements or organization normally established by society:

A. On a nonprofit basis and not supported by taxes

B. On a profit basis and supported by tax revenues

C. On a nonprofit basis supported by tax revenues

5. _____ Which of the following job families is not found in the field of Resources Management·

A. Conservation

B. Pollution control

C. Taxation

6. _____ The most common job found in forest management is:

A. Forester

B. Ranger

C. Fire Lookout

7. _____ Most of the workers in mineral management are:

A. Miners who perform manual labor

B. Skilled welders and heavy equipment operators

C. Graduate mining and petroleum engineers, geological engineers, geologists, or mineral economists

8. _____ Which of the following natural resources is an inexhaustible natural resource:

A. Soil

B. Water

C. Grasslands

9. _____ The main duties of county agents are to:

A. Provide technical assistance to farmers

B. Protect the natural features and historic monuments in parks

C. Evaluate and appraise properties

10. _____ The Bureau of Mines is a part of the Department of:

A. Agriculture

B. Commerce

C. Interior

11. _____ An example of an entry level job for secondary school graduates without any prior work experience in Resources Management is:

A. Waste-water Attendant

B. Forester

C. Park Superintendent

12. _____ Which of the following job classifications is a preprofessional position:

A. Teacher

B. Principal

C. Teacher Aide

13. _____ Which one of the following job families is not an educational service:

A. Libraries

B. Rehabilitation

C. Museums

14. _____ The main categories of duties performed by workers in Educational Services include:

A. Housekeeping, clerical, and instructional duties

B. Clerical and transportation duties

C. Instructional duties only

15. _____ The typical Educational Services occupational career lattices, as found in many schools, include:

A. Teacher, Counselor Aide, Home-School Associate

B. School Assistant, Teacher Associate, Librarian

C. Teacher Aide, Teacher Assistant, Teacher Associate, Teacher

16. _____ The duties of a curator would usually be performed in a:

A. Library

B. Museum

C. School

17. _____ To obtain employment information and statistics the most logical source of information would be:

A. *Occupational Outlook Handbook*

B. *Manual of Library Association*

C. *World Almanac*

18. _____ The primary source of revenue for schools comes from:

A. Income tax

B. Sales tax

C. Property tax

19. _____ Examples of entry level jobs for secondary school graduates without any prior work experience in Public Safety are:

A. Patrolman Aide, Patrolman

B. Lieutenant

C. Associate Warden

20. _____ Probation and parole officers are a part of which of the following job families:

A. Public Safety

B. Corrections

C. Judicial Services

21. _____ One of the main purposes of juvenile delinquency prevention and control of the Police Department is to:

A. Prevent youth from committing crime

B. Punishing juveniles for a violation

C. Promote safety

22. _____ A patrolman enforcing laws is helped by:

A. Building inspectors

B. Electronic engineers

C. A dispatcher

23. _____ After successfully passing a federal Civil Service examination, an 18 year old may expect to begin work on the job:

A. Immediately

B. After a two-week waiting period

C. After an indefinite waiting period

24. _____ Which of the following job classifications is an entry level job:

A. Guard

B. Social worker

C. Welfare worker

25. _____ Workers in the Social and Economic Services job families primarily offer the clients:

A. Educational services

B. Police protection

C. Counseling and various forms of economic aid

26. _____ The social and economic services are aimed primarily at assisting people who are:

A. The victims of natural disasters

B. Disadvantaged, underemployed, and unemployed

C. Aliens

27. _____ The principal areas of concern of social and economic services are:

A. Family service and child welfare

B. Education and health

C. All of the above

28. _____ Which of the following job classifications is an entry level job at the college level:

A. Employment Aide

B. Social Worker

C. Claims Adjuster

29. _____ The major job families within the area of Rural, Urban, and Community Development are:

A. Community action, acquisition, and civil defense

B. Building/zoning, conservation, and planning

C. Community action, planning, building/zoning, and acquisition

30. _____ Development of skills and knowledge in map preparation, land use studies, and street and highway layouts are some of the concerns of:

A. Rural, Urban, and Community Development

B. Regulatory Services and Records

C. Resources Management

31. _____ The following are entry level jobs at the college level in Rural, Urban, and Community Development:

A. Building Inspector, Draftsman, Engrossing Clerk

B. Building Inspector Aide, Surveyor, Chief Building Guard

C. Building Inspector Trainee, Engineering Aide

32. _____ Workers in the area of Rural, Urban, and Community Development are not concerned with:

A. Land utilization

B. Unemployment in ghetto areas

C. Transportation

33. _____ Rural, Urban, and Community Development would, on a national level, be in the Department of:

A. Housing and Urban Development

B. Interior

C. Health, Education, and Welfare

34. _____ Regulatory Services and Records include the following job families:

A. Census, counseling, and licensing

B. Taxation, inspection, customs, and immigration

C. Examination, employment, and public records

35. _____ The job family employing the largest number of people in the area of Regulatory Services and Records would be:

A. Taxation

B. Census Bureau

C. Public Records

36. _____ Which of the following is not an entry level position:

A. Inspector Trainee

B. Internal Revenue Agent

C. Border Patrol Agent

37. _____ Regulatory Services and Records are carried out at:

A. Federal level of government

B. State and local level of government

C. All of the above

38. _____ Which of the following occupational groups attempts to reduce the hazards and inefficiences of congestion in surface and air passenger cargo flow systems:

A. Transportation

B. Regulatory Services

C. Government Agency Management

39. _____ Regulatory Services:

A. Impose taxes on products and services and prescribe standards

B. Regulate traffic congestion

C. Construct interstate pipelines

40. _____ Consumer protection usually falls within the following major occupational group:

A. Government Agency Management

B. Social and Economic Services

C. Regulatory Services and Records

ANSWERS:

1. C	2. A	3. B	4. C	5. C
6. A	7. C	8. A	9. A	10. C
11. A	12. C	13. B	14. A	15. C
16. B	17. A	18. C	19. A	20. B
21. A	22. C	23. C	24. A	25. C
26. B	27. C	28. A	29. C	30. A
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36. B	37. C	38. A	39. A	40. C

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